

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK MANAGEMENT PLAN



2nd *DRAFT* for Public Review – April 6, 2010



Alaska Department of Natural Resources
Division of Parks and Outdoor Recreation



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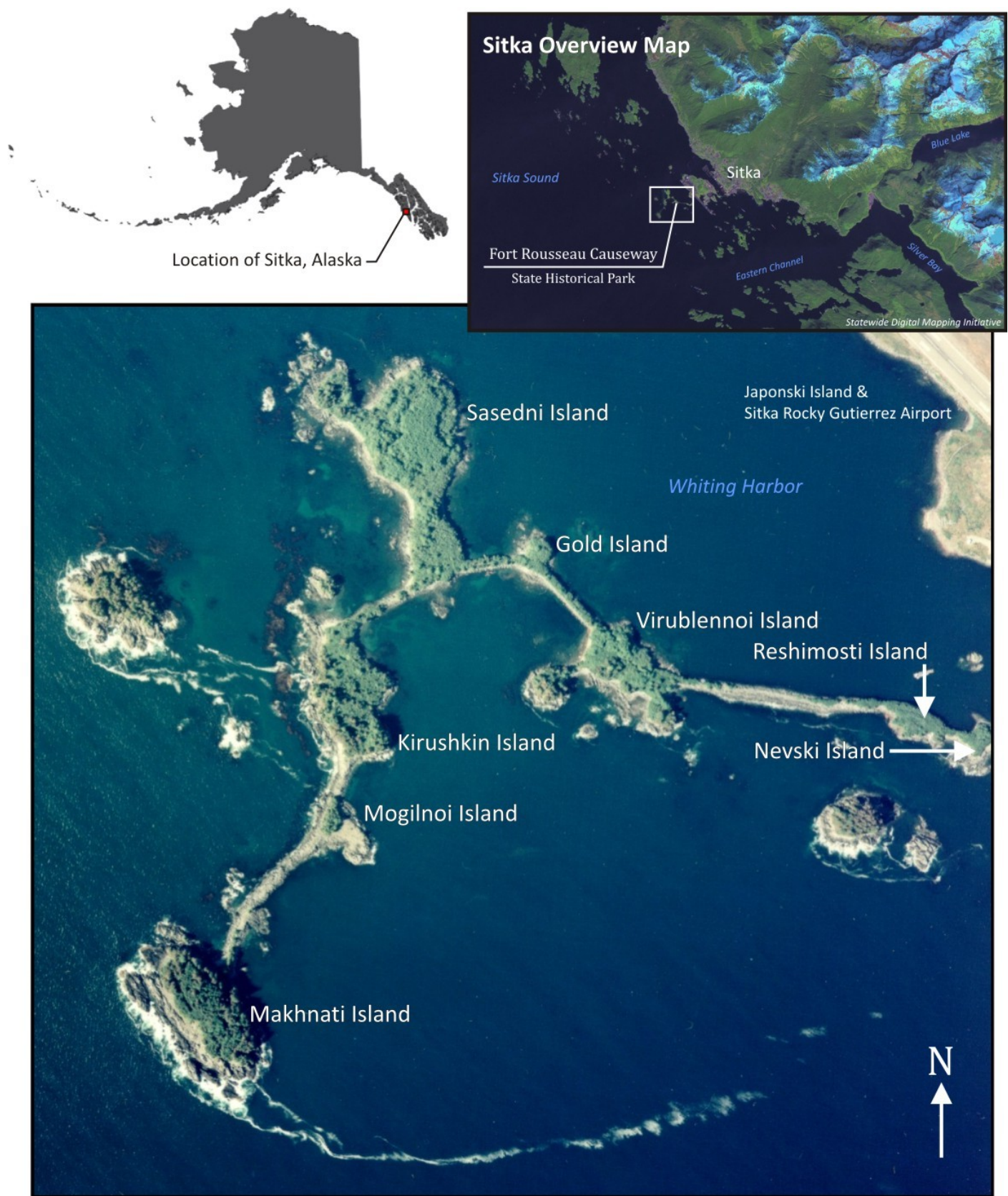


Figure 1: Location Map - Fort Rousseau Causeway State Historical Park

Note: On the park map, the eastern boundary of the park, including several small islands and the park's boundary with the Sitka Rocky Gutierrez Airport, is not shown. All uplands, shoreland, and tideline shown in the above image are within the park boundary, except for that portion of Japonski Island shown in the northeast corner. While within the park boundary, submerged lands and the intertidal area are still under federal ownership by the Bureau of Land Management, and the entire park itself is within the airport management area.

INTRODUCTION

PURPOSE OF THE PLAN

The **FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK (SHP)** provides a unique opportunity to interpret the story of World War II (WWII) in Sitka and the fort's relationship to other WWII sites in Alaska. In addition, and importantly, the causeway is a recreational asset for Alaskans and visitors, where exploration and discovery are integral to the experience. It is in this spirit that recommendations in this plan were made.

The **PURPOSE** of the plan is to establish planning guidelines and a long-range vision for managing the Fort Rousseau Causeway SHP, preserving its historic structures, providing recreational opportunities, and for developing and maintaining its interpretive sites and materials. The plan can also be used as a source for fundraising and marketing.

THE FORT ROUSSEAU CAUSEWAY SHP MANAGEMENT PLAN:

- Provides relevant background information
- Supports the mission of the State Division of Parks and Outdoor Recreation
- Outlines the goals and objectives for park management and interpretation
- Incorporates the needs and demographics of current and potential visitors
- Provides an overview of existing conditions
- Outlines the issues associated with managing a remote and historically significant park
- Makes recommendations for alleviating management issues and for developing recreational areas and interpretive sites and materials that support the goals and objectives outlined herein
- Suggests ways to preserve historical features and maintain interpretive sites and services

BACKGROUND

While Sitka and the surrounding area have a rich natural and cultural history, the information presented in the "Background" section is exclusive to the causeway islands and establishment of the Fort Rousseau Causeway SHP because of its WWII historical value. Readers can find an overview of the area's natural and cultural resources in the "Overview of Cultural and Natural Resources" section.

HISTORY OF FORT ROUSSEAU

IMPORTANCE OF ALASKA TO AMERICAN DEFENSES

Military presence in Alaska was modest after the U.S. purchased the territory from Russia in 1867. Although there were military installments, including the Navy coaling station established in 1901 on Japonski Island, it was not until the threat of war with Japan strengthened in the early 1900s that the U.S. War Department realized the extent of Alaska's strategic importance.

Alaska's proximity to Russia, Japan, and the U.S. Pacific Coast made its location crucial for defending America's interests in the Pacific. Adopted by the U.S. Army in 1924, the United States' national war plan, "Plan Orange," outlined the strategy that American military leaders would follow if war commenced. The plan originally focused

on a naval effort whereby the Army would seize Japanese islands in the central Pacific and then strike Japan itself, but was later changed to focus on holding a main line of defense between Alaska, Hawaii, and the Panama Canal. This line of defense was referred to as the “strategic triangle.”¹

Japan’s growing power combined with mounting international tension in Europe and the far east in the 1930s prompted the U.S. to build up its defenses in the western hemisphere, include the establishment of a U.S. Navy seaplane base in Sitka in 1937.² In 1939 Congress awarded over \$132 million to the Quartermaster General for military construction, half of which was appropriated for the triangle.³

SITKA NAVAL OPERATING BASE

Military construction in Sitka commenced at break-neck speed in September 1939 to ensure that the Alaskan coast would be defensible if and when the Japanese arrived. The Sitka Naval Air Station, located on Japonski Island in Sitka Sound, was the first of three naval air stations in Alaska to become operational. Previously used as a navy coaling station, Japonski Island was already suited for development. Planes stationed at Sitka patrolled southeast Alaska and large portions of the Gulf of Alaska. Naval air stations at Kodiak and Dutch Harbor joined Sitka’s coastal defense efforts and on July 20, 1942, the U.S. Navy re-designated the air station the “Sitka Naval Operating Base.”⁴

FORT ROUSSEAU AND FORT RAY

The U.S. Army was tasked with defending the naval operating base, but with no developable space left available on Japonski Island, they chose Alice and Charcoal islands (located to the southeast of Japonski) to house the Army garrison. Named Fort Ray in 1941, the base was recognized as the army’s headquarters in Sitka from 1941 to 1943. The army had also been given permission to construct a causeway linking Japonski Island to Makhnati Island via a string of seven smaller islands for the purpose of placing defense fortifications on Makhnati.⁵

The Navy’s contractor, Siems Drake Puget Sound, began construction of the causeway in July 1941, but beginning in November 1942 the Navy Seabees gradually took over construction.⁶ The 8,100-foot causeway was mostly finished by the end of 1942, at a cost of approximately two million dollars.⁷ In July 1943, Makhnati Island—including the causeway—was declared the headquarters for harbor defenses and was subsequently named Fort Rousseau.⁸

Fort Rousseau included Nevski, Reshimosti, Virublennoi, Gold, Sasedni, Kirushkin, Mogilnoi, and Makhnati islands. Four of the islands included defense structures, with Makhnati Island housing the command center, known as the Harbor Defense Command Post/Harbor Entrance Command Post, and Battery 292—one of three state-of-the-art, six-inch gun batteries located in Sitka Sound.⁹ Also impressive were the island’s accompanying 155mm “Panama Mount” gun emplacements. Other islands housed barracks, officers’ quarters, storehouses, mess halls, day rooms, motor pools, a meteorological station, and additional facilities typical of military installations.¹⁰

1. Dod, *United States Army in WWII...*, 3.

2. Dod, 3, 7.

3. Dod, 9.

4. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 8 “Significance,” 1.

5. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 “Description,” 3.

6. Dunning, *Alaska, our last frontier in times of peace...our first front in war*, 46.

7. The exact completion date is debated.

8. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 “Description,” 4.

9. A 200-series battery included an underground, bombproof, gas-proof, magazine with a power plant, targeting equipment, and communication equipment. The Battery Commander’s station and a coincidence range finder targeting system was on top of the bombproof concrete magazine. (Matt Hunter, email message sent to Kathlene Rowell (AKDNR), January 17, 2010.)

10. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 “Description,” 4-5.

WWII IN ALASKA

The attack on Pearl Harbor on December 7, 1941, put military personnel in Alaska on high alert. All civilian communication in and out of Alaska was cut off—an action that sparked rumors in Canada and the lower 48 states that Alaska had fallen and caused tremendous misinformation and panic.¹¹

Japan did not immediately focus its war efforts on Alaska; however, during the first week of June 1942, Japan launched an attack on Dutch Harbor, killing 87 soldiers and sailors; the raid, however, was merely a cover-up for the invasion of Attu and Kiska islands on the Aleutian chain. Following the attack the Navy evacuated all Aleut islanders living west of Dutch Harbor.¹²

Sitka remained on high alert during the Aleutian Campaign and its naval base acted as an intermediary between the U.S. mainland and Kodiak. When the U.S. recaptured Attu and Kiska in the summer of 1943, the war moved farther away from the U.S. west coast and on August 15, 1944, the Sitka Naval Operating Base, including Fort Rousseau, was decommissioned. The base was transferred to the Alaska Native Service in 1946.¹³ Many of the structures on Japonski, Alice, and Charcoal islands were demolished and replaced, while others were salvaged and maintained for non-military use. Fort Rousseau structures were demolished, moved, or cleaned out and abandoned. Concrete structures that were abandoned, like ammunition magazines, pill boxes, and the six-inch gun emplacements, still remain and today create an opportunity for exploration.

NATIONAL HISTORIC LANDMARK DESIGNATION

The Sitka Naval Operating Base and U.S. Army Coastal Defenses was designated a National Historic Landmark on August 11, 1986, for its significance as the Navy's first air station in Alaska and its strategic importance during WWII. National Historic Landmarks are designated by the U.S. Secretary of the Interior and are administered by the U.S. Department of the Interior, National Park Service.

National Historic Landmarks are places that possess exceptional value or quality in illustrating or interpreting the heritage of the United States, as defined by the National Historic Landmark Program.

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK

On March 4, 2008, House Bill 176, sponsored by Representative Peggy Wilson, designated the 60-acre Fort Rousseau Causeway State Historical Park (SHP). Alaska Governor Sarah Palin signed House Bill 176 into law on April 2, 2008.

A state historical park, as defined by "The Alaska State Park System: Statewide Framework," is an "area containing an assemblage of significant historical, cultural, archaeological, or anthropological resources from representative eras of Alaska's history or prehistory. The dominant management objective of a state historical park is to **preserve** and **interpret** historic resources for Alaskans and visitors to the state."¹⁴

Fort Rousseau's designation as a state historical park was a testament to the causeway's importance to the local community and their desires to not only preserve its historic structures but also reestablish public access to the area.

11. Dunning, 52.

12. Dunning, 57-58.

13. Dunning, 74-75.

14. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 8.

PLANNING PROCESS

The State Department of Natural Resources, Division of Parks and Outdoor Recreation, Interpretation and Education Unit was contracted by Sitka Trail Works, Inc. in the spring of 2009 to develop a master interpretive plan for the Fort Rousseau Causeway SHP. Funding was provided by Sitka Trail Works, Inc. through grant monies they received from the Alaska Trails Program to improve recreational opportunities on the causeway. Although Sitka Trail Works, Inc. provided the funding, the State Division of Parks and Outdoor Recreation was the primary project partner.

In October of 2009, the objective for this plan was broadened to include park management components. The division felt that since the park was relatively new to the state system that a management vision for the park needed to be established in conjunction with the master interpretive plan. It was decided that the interpretive objectives would be combined into one planning document—a management plan.

Appendix A provides a project timeline, including site visits, public meetings, and draft reviews.

MISSION AND VISION STATEMENTS

ALASKA DIVISION OF PARKS AND OUTDOOR RECREATION - MISSION STATEMENT:

The Division of Parks and Outdoor Recreation provides outdoor recreation opportunities and conserves and interprets natural, cultural, and historic resources for the use, enjoyment, and welfare of the people.

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK - VISION STATEMENT:

The Fort Rousseau Causeway State Historical Park will provide high-quality recreational opportunities for park users while principally preserving and interpreting the park's historic resources for the use and enjoyment of future generations.

GOALS AND OBJECTIVES

The goals and objectives outlined below represent the desired outcomes for park management and interpretation; the goals and objectives will assist managers in reaching and sustaining their vision for the site. They also inherently describe the intended visitor experience, which should include opportunities for visitors to have physical, intellectual, and emotional experiences.

Goals and objectives are inherently different. **Goals** are general, immeasurable statements about what planners would like to accomplish; **objectives** are more specific and measurable.

Each goal and objective supports the historical park's dominant management objective as defined in the *Alaska State Park System: Statewide Framework*: "To preserve and interpret historic resources for Alaskans and visitors to the state."¹⁵

GOAL 1: To provide recreational and interpretive opportunities

OBJECTIVES:

- Complete environmental, cultural, and historical surveys and site mapping to ensure historical features are well documented
- Improve marine access to the park
- Improve recreational opportunities by establishing an accessible trail network, a day-use area, a picnic area, and designated camping areas
- Improve the overall visitor experience by providing access to and preserving select historical features
- Improve the overall visitor experience through interpretive sites, programming, and materials
- Improve maintenance, safety, and the overall visitor experience by establishing an on-site caretaker facility

GOAL 2: To instill a sense of place, a sense of discovery, and an appreciation for this local, historic treasure

OBJECTIVES:

- Create a site design that preserves a sense of discovery and exploration
- Reveal, through interpretive programming and materials, that Sitka was a strategic location for the defense of the west coast during WWII and reveal the role Fort Rousseau played in that defense
- Encourage local schools to arrange field trips to the park and encourage place-based, service learning

15. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 8.

OVERVIEW OF CULTURAL & NATURAL RESOURCES

While the Division of Parks and Outdoor Recreation recognizes Sitka's rich cultural and natural history, the "Overview of Cultural and Natural Resources" section of this planning document specifically focuses on the causeway islands' natural features and their importance to local cultures.

CULTURAL RESOURCES

TLINGIT

The Tlingit people have inhabited the coastal area of the Alaskan panhandle for at least 3,000 years.¹⁶ It is possible that the Tlingit may have used some of the causeway islands, particularly Sasedni Island, as burial grounds; unfortunately, it is likely that construction on the islands during WWII destroyed any physical evidence of this type of use. According to the *Sitka Tribe of Alaska Historic Preservation Plan*, human remains were uncovered during the construction of the Sitka airport and Mount Edgecumbe Hospital, both of which are located on Japonski Island, which was part of the Sitka Naval Operating Base.¹⁷ Members of the Sitka Tribe of Alaska do consider the islands a cultural and traditional use area—abalone, gumboots, and seaweed were collected there for the community's food prior to military development. Today, Whiting Harbor is important to the Native community because of its marine resources, in particular, for its herring fishery.¹⁸

RUSSIAN INFLUENCE AND THE ALASKA PURCHASE

The first recorded Tlingit contact with Russians was in 1741 and occurred near Sitka.¹⁹ It is uncertain if the Russians used the causeway islands during their occupation, but they did name most of them. Nevski, Reshimosti, Virublennoi, Sasedni, Kirushkin, Mogilnoi, and Makhnati Island were all named by Russian navigator Ivan Vasiliev in 1809. Vasiliev also named Japonski Island that same year. Gold Island is the exception—it was named by U.S. naval officers in 1880.²⁰ While their direct impact on the causeway islands is mostly unknown, Russians did have a strong influence on mainland culture, even after the U.S. purchased Alaska from Russia in 1867.

NATURAL RESOURCES

PHYSICAL DESCRIPTION

TEMPERATURE AND CLIMATE

Sitka is located on Baranof Island in the Tongass National Forest; encompassing nearly 17 million acres, the Tongass is the largest national forest in the U.S. and covers most of southeast Alaska, to which Baranof Island and the small surrounding islands belong. Climates typical of temperate rain forests are characterized by high levels of precipitation, and narrow, relatively cool temperature ranges.

16. Theodoratus, *Sitka Tribe of Alaska Historic Preservation Plan*, 11.

17. Theodoratus, 82.

18. Participant, meeting regarding preservation planning for Fort Rousseau (meeting titled "Cultural, Customary, and Traditional") conducted by Nicole Acevedo (AKDNR) and attended by members from the Sitka Tribe of Alaska, October 28, 2009.

19. Theodoratus, 11. According to the Sitka Historic Preservation Commission, more recent research (involving fresh analysis of old evidence) suggests that this event likely occurred at Surge Bay on Yakobi Island, some 75 miles north of Sitka. William DeArmond, Deputy Chairman of Sitka Historic Preservation Commission, email to Kathlene Rowell (AKDNR), January 15, 2010.

20. NEED CITATION

During summer, the average temperature ranges from 50°F to 60°F, with the highest temperature recorded at 88°F on July 30, 1976.²¹ Mean annual precipitation in Sitka is approximately 86 inches a year.²² Extreme summer weather in Sitka may include thunderstorms, hail, waterspouts (small tornados over water), and high-elevation snowfall. Events such as these are not common, however, with Sitka averaging only two thunderstorms a year.²³

Winter weather is also relatively mild with average temperatures ranging between 31°F and 39°F. The lowest temperature recorded in Sitka was 0°F on January 1, 1953.²⁴ The average annual snowfall is approximately 40 inches.²⁵

GEOLOGY AND SOILS

Bedrock in the area is composed of greywacke, slate, conglomerate, and limestone. Overlying soil is likely thin and comprised mostly of decaying plant matter. Soils in some areas may contain tephra, an ash layer deposited by volcanic eruptions.²⁶

DRAINAGE

Although the depth of groundwater on the islands is unknown, if present it would be shallow or found in bedrock fractures; it is also likely that it would be subject to saltwater intrusion. Streams and springs have not been identified; there is some overland flow during heavy rains, but most precipitation absorbs into the soil.²⁷

VEGETATION

Not surprisingly, the causeway islands, having been cleared and blasted 50 years ago, are today covered with dense vegetation; even rock, which in a drier climate would be bare, is colonized by mosses, small plants, shrubs, or trees characteristic of rocky islands and shores. Tall stands of Sitka spruce and western hemlock cover portions of the islands, with elderberry and alder interspersed underneath. Thickets of salmonberry, alder, elderberry, and cow parsnip cloak portions of the islands that have shallower soils and that have been more recently disturbed.

WILDLIFE

The causeway islands provide visitors opportunities to see a variety of marine life, including whales, sea lions, sea otters, sea stars, sea urchins, barnacles, clams, limpets, and crabs. Bird viewing opportunities are also plentiful; bald eagles and a variety of seabirds are commonly seen on or near these islands, and songbirds can be heard throughout the park during summer. Land mollusks such as large slugs and turbinat snails are plentiful in the park's lush vegetation. Land otters, red squirrel, and mink are common, while deer and bears can also be seen.

21. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Temperature*.

22. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Precipitation*.

23. National Oceanic and Atmospheric Association, "Summer Climate Guide to Southeast Alaska."

24. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Temperature*.

25. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Precipitation*.

26. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5.

27. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5.

VISITOR PROFILES

People travel to and live in Sitka for many reasons; current and potential visitors' knowledge of Fort Rousseau history and their expectations for receiving information vary greatly. In an effort to provide visitors an opportunity to have meaningful experiences and in order to plan effectively, it is important to assess current visitor profiles and motivations. Likewise, this section also summarizes the type of visitors the park anticipates serving.

Data specific to Fort Rousseau visitors has not been gathered, therefore, the current visitor profiles describe Sitka residents and visitors in general.

SITKA RESIDENTS

DEMOGRAPHICS

The most recent U.S. Census data (gathered in 2000) shows that Sitka's 8,835 residents were a median age of 35.2 years old;²⁸ more recent data gathered by the State Department of Commerce, Community and Economic Development shows the 2008 population was slightly lower at 8,615.²⁹ In 2000, the two largest race groups in Sitka were white (68.5%) and American Indian or Alaska Native (18.6%); other races represented in the community include: Asian (3.8%), Hispanic or Latino (3.3%), "other" (0.9%), Native Hawaiian or Pacific Islander (0.4%), and Black or African American (0.3%).³⁰ Residents employed by the government, and the trade, transportation and utilities, healthcare, seafood, and tourism industries comprise the majority of the local workforce. The economy is considered well balanced.³¹

INTERESTS IN RECREATION

Specific to residents' interest in recreation, the *Sitka Trail Plan 2003* states efforts to enhance the appreciation of cultural landmarks, historical places, and architecture elicited strong support from the community. Results from the Sitka Trail Survey and public comments gathered during the writing of the *Sitka Trail Plan 2003* showed that 84% of respondents supported urban historic trails and 76% supported backcountry historic trails. In addition, 50% of those providing comments on the second draft of the *Sitka Trail Plan 2003* specifically supported the Fort Rousseau Causeway cultural trail project.³²

VISITORS

DEMOGRAPHICS AND MODES OF TRANSPORTATION

According to a 2006 Union College study, the majority of visitors to Sitka are over the age of 35 (83%) and residents of the United States (85%). Nearly half (47%) of respondents were traveling in parties of two, followed by groups of three or four (27%) and groups of seven or more (11%). Only seven percent of Sitka visitors were traveling by themselves. The amount of time that visitors spent in Sitka was based on whether or not they were

28. U.S. Census Bureau, "Fact Sheet – Sitka city and borough, Alaska."

29. State of Alaska, Department of Commerce, Community and Economic Development, *Community Database Online*, Sitka.

30. U.S. Census Bureau, "Fact Sheet – Sitka city and borough, Alaska."

31. McDowell Group, Inc. "State of the Sitka Economy 2009 Update," 2.

32. Sitka Trail Works, Inc., and others, *Sitka Trail Plan 2003*, 45.

cruise passengers, who spent an average of five and a half hours in Sitka while those visitors traveling independently spent an average of eight nights.³³

The majority of visitors to Sitka are cruise passengers; in 2008, it was reported that, out of the 374,600 people who visited Sitka, 289,800 arrived by cruise ship, while 66,800 and 18,000 arrived by air and the Alaska Marine Highway System ferry, respectively (see Figure 2).³⁴

SITKA VISITOR TRAFFIC INDICATORS, 2002-2008

	2002	2003	2004	2005	2006	2007	2008
Cruise passengers	250,200	256,800	232,400	229,800	267,000	234,000	289,800
Air passengers	68,200	68,300	73,000	71,800	69,800	72,700	66,800
Ferry passengers	14,000	13,500	15,000	13,300	13,400	14,900	18,000
TOTAL	332,400	338,600	320,900	314,900	350,200	321,600	374,600

Figure 2. Sitka Visitor Traffic Indicators, 2002-2008

Source: McDowell Group, Inc. "State of the Sitka Economy 2009 Update," 5.

2007 SITKA VISITOR INDUSTRY PLAN, VERSION 2.0

The "2007 Sitka Visitor Industry Plan, Version 2.0," a tourism planning document prepared under the direction of the Long Range Planning and Economic Development Commission (LRPEDC) and approved by the City and Borough of Sitka Assembly, provides insight into tourism market trends and goals for the tourism industry in Sitka. An ad hoc entity—the Sitka Visitor Industry Working Group—provided guidance during the planning process and included a diverse group of individuals and organizations from the community.³⁵ Much of the information presented in the plan is useful in understanding how the park may be supported by the community and its visitors. The plan also specifically references the causeway in several locations.

SITKA'S STRENGTHS AND CHALLENGES AS A VISITOR DESTINATION

The plan identifies several snapshots of Sitka's strengths as a place to visit and live; strengths relative to potential Fort Rousseau visitation include:

- Authentic, 'real' community
- Native culture
- Russian history
- WWII history
- Beautiful setting
- Outdoor recreation opportunities
- Wildlife³⁶

33. Union College, "Sitka Visitors' Survey 2006," 3-5.

34. McDowell Group, Inc., "State of the Sitka Economy 2009 Update," 5.

35. Sitka Visitor Industry Working Group, "2007 Sitka Visitor Industry Plan Version 2.0," 2.

36. Sitka Visitor Industry Working Group, 13.

Identified challenges for Sitka as a place to visit or run a tourism business include:

- Difficult access
- Limited accommodations capacity during summer
- Weather
- Attractions ‘gaps’ (including cultural history venues and incentives for new attractions/excursions)
- Competition from other destinations in Alaska and beyond³⁷

CULTURAL AND NATURAL HISTORY GOALS

The broad goals identified for Sitka tourism were as follows:

- **Healthy Economy**—create a visitor industry that is a key part of a diverse, healthy local economy
- **Quality of Life**—maintain and improve the quality of life for Sitkans and visitors; maintain Sitka’s authenticity and conserve the natural environment
- **Local Benefits**—ensure Sitkans benefit from the visitor industry
- **Guided Tourism**—take a proactive role in managing tourism growth³⁸

The plan identified several “means” to reach goals, including improving: (1) attractions; (2) events; (3) access; (4) tourism marketing; and (5) training and business support. The following objectives relevant to potential Fort Rousseau visitation were:

- Integrate WWII history and culture into tourism attractions (the causeway is mentioned specifically)
- Improve delivery of telling the complex, real story of Sitka’s cultural history through interpretation
- Improve the causeway
- Encourage private sector development of historical and cultural excursions
- Continue implementing the *Sitka Trail Plan 2003*
- Develop an improved, downtown kayak launching site
- Improve marketing activities related to cruise visitors, with the objective of increasing the percentage of cruise visitors coming on shore and increasing opportunities for local businesses
- Increase training opportunities for those interested in the tourism business, including host and volunteer programming³⁹

IMPLEMENTATION PRIORITIES

Lastly, the plan makes recommendations for prioritizing how goals are implemented. “Improving the causeway” is given an “Immediate 2” timing priority—the second highest priority. “Interpretation” in general is given a “Near Term” timing priority—the third highest priority.

The “2007 Sitka Visitor Industry Plan, Version 2.0” provides excellent support for the park.

2006 VISITOR SURVEY

The 2006 Union College visitor survey, titled “Sitka Visitors’ Survey 2006,” included two questions aimed at what tours and/or activities visitors to Sitka planned on taking: (1) “Which guided tours did you purchase or plan to purchase?” and (2) “What other places or sites did you visit in Sitka on your own (not as part of a group tour)?”

37. Sitka Visitor Industry Working Group, 14.

38. Sitka Visitor Industry Working Group, 8.

39. Sitka Visitor Industry Working Group, 19-33.

When asked about tours purchased or intended to purchase, 55% had purchased at least one tour, while 45% indicated they had not or did not intend to purchase a guided tour. While the researchers did not ask respondents to explain “why,” they did glean from conversations and observations that visitors’ desire to explore on their own, the cost of tours, and limited time to take a tour and still explore on their own were deterrents to booking tours. “Limited time” is particularly true for cruise passengers, who only average five and a half hours in port.⁴⁰

Of those who did purchase guided tours, 13% went on the “Sitka Tour” bus ride that tours the town and places like the Raptor Center and the New Archangel Dancers. The “Sitka Tribal Tour” was the next most popular tour booked (10%). Kayaking, hiking, and other tours that involved physical activity were taken by a small percentage of respondents. The survey administrators deduced that the average age of visitors, limited time in port, and inclement weather were the most likely factors in not choosing these types of tours.⁴¹

The second question regarding what activities, places, or sites visitors had gone to independent of a tour elicited a variety of responses, with cultural activities being the most popular; the three most popular attractions were the Sitka National Historical Park (36%), St. Michael’s Cathedral (30%), and the Russian Bishop’s House (24%). Twenty-one percent of visitors went to the Alaska Raptor Center, which surprised researchers because of its inconvenient location and poor transportation to the site. Interestingly, researchers believed that part of the reason the site was popular—besides visitors’ natural attraction to Alaska wildlife—was because it was listed in a brochure given to cruise ship passengers on the Holland America line prior to disembarking.⁴²

CURRENT FORT ROUSSEAU VISITATION

It is difficult to assess current visitor profiles for the park since access is restricted and there is no current means of collecting visitor data. The only recorded data regarding visitation to the islands is collected by Sitka Sound Ocean Adventures during their guided kayak tours. In the summer of 2009, 54 visitors took part in the company’s “Islands Paddle and Lost Fort Trek” tour. Visitors found the information about the tour on the company’s website and scheduled a tour before their vacation.⁴³

POTENTIAL FORT ROUSSEAU VISITATION

Fort Rousseau Causeway SHP will be developed, managed, and maintained for the benefit of all Alaskans and visitors, regardless of age, origin, or ability.

Permitting for commercial operations would provide the division with income to support ongoing park maintenance, but the possibility of commercial operations providing stable funding still needs to be studied. The number of people interested in adventure tourism activities, however, should not be underestimated.

While the 2006 Union College visitor survey showed that for cruise ship passengers (the largest and principal visitor group to Sitka) their age, limited time in port, and inclement weather influenced their decision making when choosing on-shore tours, it is premature to say that this single assessment would be representative of all potential

40. Union College, “Sitka Visitors’ Survey 2006,” 9-10.

41. Union College, “Sitka Visitors’ Survey 2006,” 10-11.

42. Union College, “Sitka Visitors’ Survey 2006,” 11-12.

43. John Dunlap, phone conversation with Ginamaria Javurek (AKDNR), August 20, 2009.

Fort Rousseau visitors. Marketing, improvements to access and infrastructure, and expanded kayak rental/storage opportunities will aid in increasing visitation to the park. Designated, ADA-accessible access points and trails will enable tour operators to take visitors to the park via boat, solving a current time-management issue for those with limited time in port and potential accessibility restrictions. On-site interpretation will also provide an additional attraction for visitors. These seemingly simple improvements could have a dramatic affect on visitation.

The strategies and goals outlined in the “2007 Sitka Visitor Industry Plan, Version 2.0” provide great support for preserving historic features and improving recreational opportunities within the park. Overarching strategies for improving the Sitka visitor industry, including emphasizing projects that are beneficial for both residents and visitors, are aligned with park management goals.

School groups can also be considered potential visitors. Fort Rousseau Causeway SHP provides an excellent field trip opportunity for local school children. By providing resources for teachers to incorporate a Fort Rousseau field trip into their history curriculum, the division would be working toward goals outlined in their ten-year strategic plan.⁴⁴ In addition, providing the opportunity for children to visit the park and engage in active learning will help to promote stewardship for the park, physical activity, and the importance of preserving our historic places. To promote active learning, the division could work with local Sitka teachers to discuss how interpretation, both personal and non-personal, and the park’s historical features could enhance their students’ learning experience.

44. The “Division of Parks and Outdoor Recreation Ten-Year Strategic Plan, 2007-2017” details statewide planning goals, objectives, and action plan strategies. Under the “Outreach, Education, and Interpretation” goals, Objective III (“Increase public awareness of the value and importance of Alaska’s natural, archaeological and historic resources and promote the health benefits of recreation”), Action Strategy 3 encourages “supporting the development of elementary, secondary and post-secondary programs about Alaska’s environmental, archaeological and historic resources. As part of this effort, encourage and continue to provide opportunities to school, educational and youth groups to use the state park system for educational purposes and provide interpretative [interpretive] programs for hotels, tour boats, etc. as appropriate.”

EXISTING CONDITIONS AND ISSUES

The following section presents an overview of the park's existing conditions and management issues. The next section, "Recommendations," provides ideas for preserving and enhancing the park's conditions and mitigating concerns.

LAND OWNERSHIP

Ownership of the causeway islands, the causeway itself, and the surrounding intertidal zone is complex. The Sitka Naval Operating Base, including Fort Ray and Fort Rousseau, was decommissioned in 1944 and the property was transferred to the federal government. The causeway islands became eligible for state selection in 1963 and the lands were officially conveyed to the state in 1968. The conveyance did not, however, include submerged lands or intertidal areas, which remained under federal ownership by the Bureau of Land Management.⁴⁵

On March 4, 2008, House Bill 176, sponsored by Representative Peggy Wilson, designated the 60-acre Fort Rousseau Causeway State Historical Park (SHP). Alaska Governor Sarah Palin signed House Bill 176 into law on April 2, 2008. The park, however, still lies within the Sitka Rocky Gutierrez Airport management area, managed by the Alaska Department of Transportation and Public Facilities and overseen by the Federal Aviation Administration. The submerged lands and intertidal area are still under federal ownership by the Bureau of Land Management.

ACCESS

At this time, visitors must use water-based transportation to reach the park as access by land is not currently permitted via Japonski Island. The causeway is attached to the land base of Sitka at Japonski Island; however, the Sitka Rocky Gutierrez Airport and its runway, located on Japonski Island, block land access to the causeway. A fence surrounds the airport runway to prevent unauthorized access. Most park users access the park by boat at Whiting Harbor and disembark on Sasedni Island. Access to other islands is weather and tide dependent.

LAND USE DESIGNATIONS

Fort Rousseau does not currently have land-use designations, as defined in the "The Alaska State Park System: Statewide Framework."

FACILITIES AND INFRASTRUCTURE

HISTORIC STRUCTURES

The structures on Fort Rousseau were built in 1941-1943. When the fort was decommissioned in 1944, some of the structures were dismantled and sent elsewhere; others were left on the causeway and not maintained. Today, all existing structures are open to exploration, but some do pose safety concerns. There are sharp objects strewn

45. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway*, 3.

about and holes in the floor in some of the structures. The structures on Makhnati Island are easier to find due to less vegetation on the island and appear to be in the best shape overall. On Sasedni and Gold islands many of the structures are covered with plants and organic matter. The dampness of the islands is also affecting the structures by causing concrete leeching and creating standing water. Organic matter and metals are staining the structures in some locations and cracking, splitting, and spalling of concrete is occurring in others. Some structures have graffiti. In a few areas, measures have been taken to mitigate these concerns—such as placing plywood over holes and fencing around structures—but the measures did not take into account historic preservation techniques and were not standard and all-inclusive.

GOLD AND VIRUBLENNOI ISLANDS

From the landing site at Whiting Harbor, the southeast trail leads to Gold and Virublennoi islands. A hand-painted sign made by Sitka Trail Works, Inc. identifies the buildings on Gold Island as the **wooden fuse house** and **two-story bunker**. A chain link fence surrounds the fuse house because of asbestos contamination. Ladders within the bunker allow visitors to climb to the roof where an instrument mount is located. Visitors can also walk up the hill to access the roof of the bunker and catch a glimpse of Sitka Sound through the trees.

Following the causeway and trails east leads to Virublennoi Island. Visitors can explore **three ammunition magazines** on Virublennoi Island. The closest ammunition magazine is easily accessible; however, the entrance has been used most recently as a dump site. After a short walk down the trail, visitors can see a **metal crane**, which provides visitors the opportunity to see machinery from the WWII era. There is also a dump site located on the shoreline filled with broken tiles and metal objects.

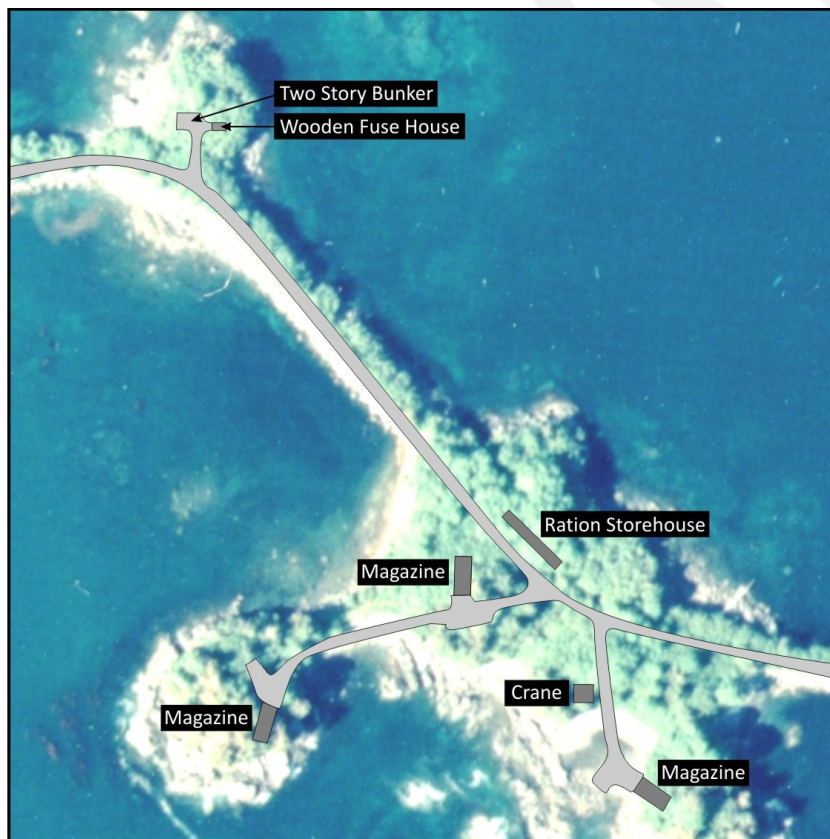


Figure 3. Virublennoi and Gold islands, footprints of historic structures. Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

SASEDNI ISLAND

A trail running the length of Sasedni Island can be followed if visitors head northeast after disembarking from their boat. Devil's club and wild parsnip make access to many of the historic structures difficult. **Four, three-inch anti-aircraft positions** are the first structures visible and accessed by this trail. A hand-painted sign identifies one of the positions to the left; visitors are able to climb inside the structure to explore. The other three positions are not easily viewed from the trail, but provide an opportunity for the adventurous to discover. The trail continues toward the foundations for the **motor pool area, site of the officers' quarters** (the boilers are still there), and additional features. Other features include: **a meteorological station, a concrete slab from a 20mm anti-aircraft gun battery, and two wooden pilings for the tidal station.**

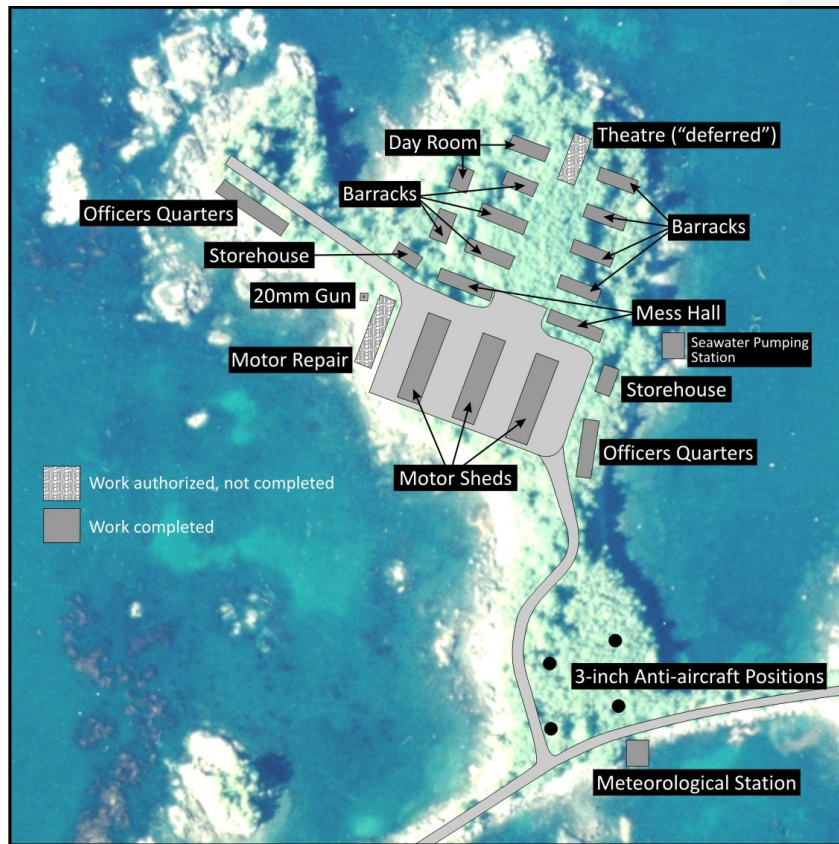


Figure 4. Sasedni Island, footprints of historic structures. Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

KIRUSHKIN ISLAND

The causeway has been breached between Sasedni and Kirushkin islands. Kirushkin Island housed a major residential area at Fort Rousseau, but all that remains of the many barracks and mess hall are **foundations**. Fire hydrants and telephone pole remnants are scattered along the causeway road. The lone standing building was the **temporary Artillery Command Post**; the building is concrete, partially buried with rock and brush, and hidden in the trees. The date "1942" is stamped into the concrete just inside the entrance.⁴⁶

46. Sitka's WWII Site, "Kirushkin Island," *Harbor Defenses of Sitka, Alaska*.

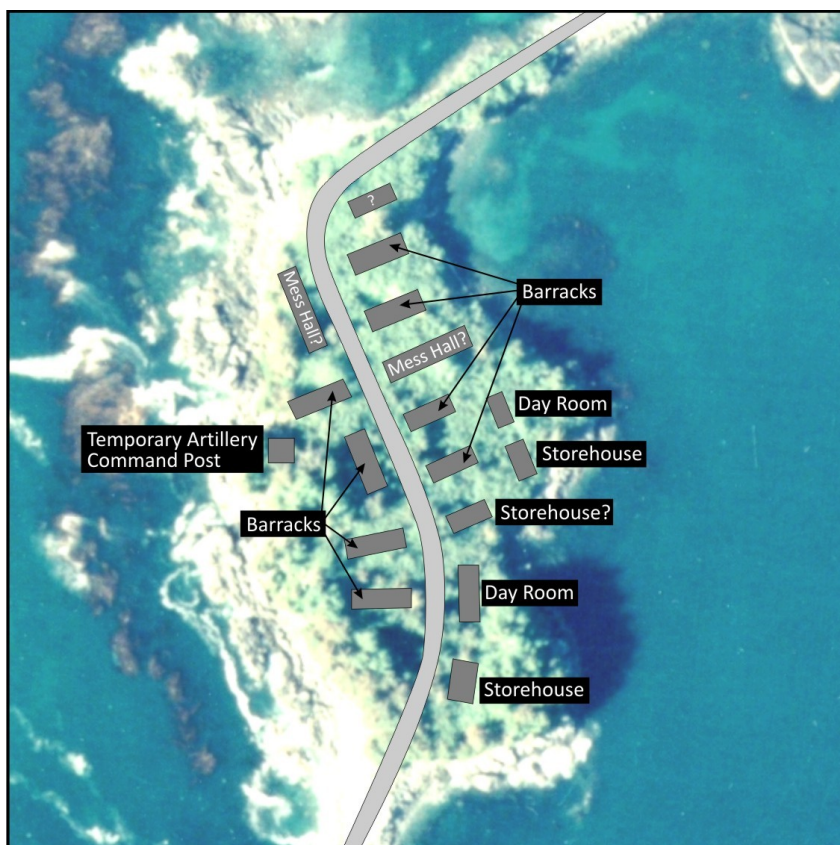


Figure 5. Kirushkin Island, footprints of historic structures. Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

MOGILNOI ISLAND

Mogilnoi Island, located between Kirushkin and Makhnati islands, does not contain any existing historic structures. There may be a **foundation**.

MAKHNATI ISLAND

The causeway is breached between Mogilnoi and Makhnati islands. It is passable at low to mid tide if navigated carefully, but in general visitors arrive at Makhnati Island by boat. Makhnati Island was the headquarters of the Sitka Harbor Defense and therefore houses some of the most interesting buildings at Fort Rousseau. Due to tall, dense spruce covering the island, the undergrowth is much thinner than on the other islands, which gives an airy feel and makes it easier to explore;⁴⁷ however, there are no orientation signs or signs identifying the buildings. A trail leads visitors to **two ammunition magazines**.

The trail continues past partially concealed concrete vent shafts to the main headquarters building of **Battery 292**. Battery 292 includes a large, concrete structure with many rooms, a command station on top, and two, six-inch gun emplacements. It is easy to become disoriented inside Battery 292, as there are many turns, hallways, and rooms. Many of the rooms still contain evidence of their wartime uses, including ceiling tiles made of sugar cane and holes where electrical and communication wires ran. The **two, six-inch gun emplacements** are large, circular depressions located near the island's edge and are great places to explore. The battery commander's station and the **Coincidence Range Finder** are located on top of Battery 292, making this one of the most intriguing spots on

47. During the construction period, Makhnati Island was not leveled to the degree that the other islands were; therefore, vegetation patterns on the island today differ from the others.

the causeway. Visitors can climb a ladder into the observation area and peer between the trees to the ocean, just as soldiers did while searching for enemy craft.

After exiting Battery 292, visitors can explore **the Harbor Defense Command Post/Harbor Entrance Control Post (HDCP/HECP)**, a joint Army/Navy operation. Vegetation partially conceals the hillside entrance. The building is damp and dark, and metal and wooden debris is still present in some of the rooms.

Additional features include a **collapsed wooden observation tower** (the tower housed the HDCP and SCR-582 surveillance radar); **two 155mm gun emplacements**; **two tank containment vaults (diesel tanks for Battery 292)**; and **four 20mm AA gun emplacements**.



Figure 6. Makhnati Island, footprints of historic structures. Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

TRAILS

Narrow walking trails that follow the original causeway road were constructed by Sitka Trail Works, Inc., and are present on Virublennoi, Gold, Sasedni, and Makhnati islands. The trails are nice for the able bodied, but are not universally accessible. Most of the trails follow the original road alignment; however, some trails have formed where the distance between historical sites/features is shortest.

OTHER

There are no developed recreational or visitor-use facilities, other than trails, in the park.

RECREATION

The causeway islands offer a variety of recreational activities for visitors. The causeway islands are located in close proximity to Sitka; users are able to take their boats or kayaks to the park for a day trip or overnight camping trip. Although there are no designated camping sites on the islands, there are several commonly used camping spots, including sites on the northwest end of Kirushkin Island and at the southern 155mm gun position on Makhnati Island.

Narrow walking trails provide guidance to historic features and it is possible for the able bodied to walk the causeway's entire length at low tide.

The islands' rocky shoreline provides many interesting places for kayakers to paddle, explore the intertidal zone, and disembark to explore the park. While on the islands, many visitors enjoy photography and wildlife viewing. During the summer, park visitors also harvest salmonberries, as well as a variety of different plants.

Only one kayak tour company, Sitka Sound Ocean Adventures, provides guided tours of the causeway islands. On the "Islands Paddle and Lost Fort Trek," visitors spend one hour on a guided, exploratory walk in the park. The tour takes place on either Sasedni Island or Makhnati Island depending on the weather and tide.

INTERPRETATION

Interpretation related to Fort Rousseau is limited. The following paragraphs provide a summary of current personal and non-personal interpretation about the park. **Personal interpretation** occurs when one person is interpreting to another, such as during a guided tour. **Non-personal interpretation** occurs when the person interpreting is removed and replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure.

PERSONAL INTERPRETATION

SITKA SOUND OCEAN ADVENTURES

Sitka Sound Ocean Adventures is a Sitka-based kayak tour company that offers an "Islands Paddle and Lost Fort Trek" tour. On this 3.5-hour tour, visitors paddle to the causeway islands and explore the park on foot with their guide, who interprets the park's historical features based on his or her own personal interests and knowledge of the resource. The tour is advertised on Sitka Sound Ocean Adventure's website (www.kayaksitka.com) and also on a display at Crescent Harbor when the cruise ships dock. Tours are scheduled from May through September.

SITKA HISTORICAL MUSEUM

Staff at the Sitka Historical Museum, located in Centennial Hall, provides visitors with information and stories about a variety of displays and artifacts about Sitka's Tlingit, Russian, and American history, including Fort Rousseau.

NON-PERSONAL INTERPRETATION

FORT ROUSSEAU CAUSEWAY SHP ON-SITE INTERPRETIVE DISPLAYS

There is no existing non-personal interpretation on the causeway.

SITKA HISTORICAL MUSEUM

The Sitka Historical Museum's WWII exhibit, which includes information on Fort Rousseau, is the largest dedicated section and exhibit in the museum, with nearly 30 linear feet of display. The museum also has an extensive collection of WWII era photos, documents, artifacts, and reports on the era and continues to receive similar donations. Serving the community year round, the museum also distributes a walking tour map that guides visitors to Sitka's National Historic Landmarks and other key attractions.

EVALUATION OF INTERPRETIVE SITES AND MATERIALS

There is currently no evaluation of the effectiveness and quality of interpretive sites and materials.

INFORMATION AND ORIENTATION

INFORMATION SIGNS (ON SITE)

There are a limited number of information signs in the park and no orientation signs; safety and regulatory signs are non-existent. The only signs present in the park are hand-painted signs that label a few of the historic structures. Sitka Trail Works, Inc. painted and placed the signs in preparation for the park's dedication in 2008.

WEBSITES

SITKA'S WWII SITE

Sitka's WWII Site, www.sitkaww2.com, was created by local resident and teacher, Matt Hunter. Also a member of the Sitka State Parks Citizen's Advisory Board, Matt has spent years researching Sitka's WWII history and documenting Fort Rousseau's current conditions. The website provides a detailed overview of the Sitka Naval Operating Base and the harbor defenses and is the most comprehensive website for information on the park's historic structures, historical information, and photographs from the WWII era.

SITKA MARITIME HERITAGE SOCIETY

The Sitka Maritime Heritage Society maintains a website that provides a brief overview of the fort's history (www.sitkamaritime.org/). The Sitka Maritime Heritage Society is also currently rehabilitating the Japonski Island Boathouse, located within the Sitka Naval Operating Base National Historic Landmark, to create a commemorative museum and working boathouse for the community. The boathouse would include an interpretive center, and possibly a marine trailhead with a kayak rental facility. See the "Recommendations" section under "Partnerships" for more information.

TRAVEL GUIDES

There are a variety of travel publications that reference the causeway islands as a hiking destination; however, accessibility and other planning tips are unavailable.

OPERATIONS AND STAFFING

Access to the park by division staff is limited due to the park's remote location. With deference to staff schedules and weather, the park is currently patrolled bi-monthly or monthly for litter pickup and trespass issues.

PARTNERSHIPS

The Sitka State Parks Citizens Advisory Board (SSPCAB) and Sitka Trail Works, Inc. are integral partners to the division in helping maintain and fostering support for the park as a public recreation and cultural interpretation site. These groups were also responsible for garnering support for establishing the fort as a state historical park.

The “World War II Causeway” cultural interest trail project description in the *Sitka Trails Plan 2003* has served as a guide for Sitka Trail Works, Inc. in securing funding for projects. In 2006, the organization received a federal grant to begin development work on the causeway, including trail restoration and environmental assessments; a portion of that funding was used to develop this management plan.

Since the fort was dedicated a state historical park in 2008, the SSPCAB and Sitka Trail Works, Inc. have been heavily involved—and will hopefully continue to be—in Fort Rousseau’s preservation and project development.

Other partners include the City and Borough of Sitka, the Sitka Historical Society, and private citizens.

ENVIRONMENTAL CLEANUP

U.S. ARMY CORP OF ENGINEERS, CON/HTRW PROJECT, AND THE ALASKA DEPARTMENT OF ENVIRONMENTAL CONSERVATION

The “Project Closeout Report: Containerized Hazardous, Toxic, and Radioactive Waste (CON/HTRW)” prepared by the U.S. Army Corp of Engineers (USACE) in April 2009, describes USACE’s responsibility for cleaning former military activities sites:

“The Defense Environmental Restoration Program for Formerly Used Defense Sites (DERP-FUDS) authorizes the cleanup of contamination resulting from past military activities at sites no longer owned by the Department of Defense (DOD). A containerized hazardous and toxic waste (CON/HTRW) project (F10AK035003) was authorized at Fort Rousseau located near Sitka, Alaska on 31 March 1993. The Fort Rousseau CON/HTRW project (F10AK035003) is being recommended for closure based on previous site investigations conducted between 1985 and 1995. The United States Army Corps of Engineers (USACE) is an agent for the Department of Defense (DOD) and has been assigned the responsibility of coordinating activities at DERP-FUDS sites. This project closeout report is issued by the USACE Alaska District, the lead agency for Fort Rousseau.”⁴⁸

The report describes site visits taken by, or under contract by, USACE in 1985, 1992, and 1995, and also describes the phase I and II environmental assessments contracted to Carson Dorn, Inc. by Sitka Trail Works, Inc. The report concluded the following:

1. since DERP-FUDS CON/HTRW projects are primarily concerned with clean up of aboveground and underground storage tanks and other containerized hazardous waste and since the investigations between 1985 and 1995 established that the fuel tanks associated with underground concrete vaults were either removed or never installed and no evidence of other containerized hazardous or toxic waste

48. U.S. Army Corp of Engineers, Alaska District, “Containerized Hazardous, Toxic, & Radioactive Waste (CON/HTRW) Project #F10AK035003, Fort Rousseau, Sitka, Alaska,” 3.

were observed at Fort Rousseau, the report concluded that no further action is warranted under the DERP-FUDS CON/HTRW project; and

2. the project was recommended for closure based on the investigations between 1985 and 2006.

The report recommended, however, that since the 2006 Carson Dorn, Inc. Phase I Environmental Assessment did identify potentially contaminated soils on Makhnati, Virublennoi, Kirushkin, and Sasedni islands that may be affected by damaged batteries or other hazardous waste, that USACE would revise the Fort Rousseau Inventory Project Report (INPR) to add a hazardous, toxic, and radioactive (HTRW) project under DERP-FUNDS to address those concerns.⁴⁹

The project closeout report was signed by the State Department of Environmental Conservation (DEC), Department of Defense Environmental Program Manager in September of 2009. According to the DEC Contaminated Sites Database, all environmental work conducted at the fort after this date will be conducted under a new HTRW project.⁵⁰

A revised INPR to add a new HTRW project was drafted and signed in July 2009. The INPR proposes that the USACE “future investigate the site for soil contamination as a result of former DOD activities. If contaminated soil above the cleanup level is discovered a remedial action may be necessary. The project also includes a removal action to address various hazardous wastes such as lead-acid or other batteries.”⁵¹

A USACE site investigation is planned for fiscal year 2010.

For those issues not considered eligible under the new HTRW project, the DEC has a Memorandum of Agreement with the Department of Natural Resources (DNR) that allows them to secure funds to clean up DNR sites.⁵²

SITKA TRAIL WORKS, INC. /CARSON DORN, INC. ENVIRONMENTAL ASSESSMENTS

PHASE I ENVIRONMENTAL ASSESSMENT

In June 2006, Carson Dorn, Inc., under contract with Sitka Trail Works, Inc., conducted a site inspection at Fort Rousseau as the first part of a two-phase environmental assessment; only Makhnati, Kirushkin, Sasedni, Gold, and Virublennoi islands were inspected.⁵³

The group identified the following potential contamination issues and recommendations:

Potential Contamination Issues

1. Lead batteries and associated soil located outside Ammunition Magazine #1 on Makhnati
2. Additional lead batteries located inside the same magazine
3. Zinc and mercury from batteries on Virublennoi
4. Other lead acid batteries on Virublennoi reported by others, but not Carson Dorn, Inc.
5. Beach dump site on Virublennoi
6. Area of potentially distressed vegetation on Sasedni⁵⁴

49. U.S. Army Corp of Engineers, Alaska District, “Containerized Hazardous, Toxic, & Radioactive Waste (CON/HTRW) Project #F10AK035003, Fort Rousseau, Sitka, Alaska,” 4-6.

50. State of Alaska, Department of Environmental Conservation, “Cleanup Chronology Report for Fort Rousseau FUDS,” *Contaminated Sites Database*.

51. U.S. Army Corp of Engineers, “Project Summary Sheet: Defense Environmental Restoration Program—Formally Used Defense Sites (DERP-FUDS), Revised Inventory Project Report (INPR),” 17.

52. Anne Marie Palmieri (AKDEC), phone conversation with Kathlene Rowell (AKDNR), January 6, 2010.

53. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 10.

7. Possible petroleum contamination from historic vehicle and equipment maintenance activities on Sasedni
8. Asbestos containing materials tested on Makhnati, Virublennoi, and Gold islands
9. Lead cable (both submerged and in upland areas) throughout the causeway
10. Metal and potentially other debris documented by underwater camera surveys performed by Sitka Tribe of Alaska⁵⁵

Recommendations

1. Sample and clean soil and batteries located on Makhnati
2. Clean up air-polarized batteries and plates identified on Virublennoi; sample soil after debris is removed
3. Sample motor pool area on Sasedni to check for contamination from vehicle and equipment maintenance; excavate soil to expose the subsurface and/or sample the surface to verify whether contamination is present at the distressed vegetation area on Sasedni (*see note #54*)
4. Remove and dispose of lead cable
5. Clean up, abate, and dispose of loose asbestos containing materials; identify, with signage, structures that contain asbestos materials⁵⁶

PHASE II ENVIRONMENTAL ASSESSMENT

Carson Dorn, Inc. performed a Phase II Environmental Assessment in August of 2009 to test soils and quantify potential contamination issues that were identified in the Phase I Environmental Assessment. As during the Phase I Assessment, Phase II samples were limited to Makhnati, Kirushkin, Sasedni, Gold, and Virublennoi islands.⁵⁷ All specific issues of concern identified in the Phase I Assessment were tested during Phase II. The Phase II Assessment recommends creating a cleanup action plan to address the following contamination issues:

MAKHNATI ISLAND

- Ammunition Magazine #1: Excessive concentrations of lead, arsenic, and chromium concentrations at the broken lead-acid battery site outside the magazine; excessive diesel range organics (DRO) criteria near the ventilation duct at the front of the magazine; small quantities of DRO contaminated soil; small quantities of lead contaminated soil at the magazine associated with the broken batteries

VIRUBLENNOI ISLAND

- Beach Dump: Excessive concentrations of lead, mercury, cadmium, barium, arsenic, chromium, and polycyclic aromatic hydrocarbons (PAH) at the broken air-polarized batteries site; moderate quantities of lead, cadmium, and mercury contaminated soil at the broken air-polarized batteries site

SASEDNI ISLAND

- Crushed Metal Drum: Excessive levels of DRO
- Motor Pool Area: Excessive levels of arsenic and chromium
- Lead Cable: Excessive levels of arsenic

54. The Phase II Environmental Assessment refers to a distressed vegetation area on Kirushkin Island, but not on Sasedni; it appears that the area of distressed vegetation is on Kirushkin Island, as described on page 11 of the Phase II assessment, but is mislabeled in the Phase I assessment and on page 5 of the Phase II assessment.

55. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 16-17.

56. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 17-18.

57. Carson Dorn, Inc., *Phase II Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5-6.

KIRUSHKIN ISLAND

- Disturbed Vegetation Area: Excessive levels of arsenic and chromium⁵⁸

Sitka Trail Works, Inc. has signed a Letter of Agreement with Carson Dorn, Inc. for preparation of a cleanup action plan.

MAINTENANCE

GENERAL MAINTENANCE

Maintenance for the park is limited. During bi-monthly to monthly patrols, staff personnel will pack out garbage and survey the area for damage. There is no maintenance currently performed on the historic structures.

VEGETATION MANAGEMENT

There is currently no vegetation management plan for the park.

58. Carson Dorn, Inc., *Phase II Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 16-18.

RECOMMENDATIONS

The following section provides recommendations for mitigating concerns and issues presented in the previous section and for enhancing park conditions and the visitor experience.

LAND OWNERSHIP

The plan recommends continuing to foster a good working relationship with the Department of Transportation and Public Facilities and the Sitka Rocky Gutierrez Airport and ultimately finishing the transfer of ownership and management of the causeway islands to the Department of Natural Resources. The plan also recommends continuing to foster a good working relationship with the Bureau of Land Management and the Sitka Tribe of Alaska regarding management and use of the causeway itself and the surrounding intertidal zone.

ACCESS

LAND ACCESS

Although the fort was historically accessible by land via Japonski Island, the division understands the importance of airport security and the Federal Highway Administration's concerns regarding trespassing. As opportunities arise, the division will seek to reestablish land access to the causeway through negotiations with the managers of airport lands for maintenance or construction needs, emergency purposes, or for public pedestrian access.

MARINE ACCESS

Enhancing marine access to the park is suitable and appropriate. The division recommends enhancing marine access to the park by providing access for kayaks, small boats, and large crafts and barges. One dock would serve as the primary access point and accommodate the above mentioned vessels. Additional landing areas in locations throughout the park would supplement the dock.

The exact location and designs for the dock and landing areas have not been determined at this time. Choosing the location, design, and materials will be dependent on funding and further inspection of the area by engineers and park managers. However, it is recommended that the dock be built in Whiting Harbor.

LAND USE DESIGNATIONS

"The Alaska State Park System: Statewide Framework" identifies four zones for the management of land and resources within state park units: recreational, natural, wilderness, and cultural. These zones are developed during the park management planning process and provide specific direction for development and allowed activities within the park unit.⁵⁹

59. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 16.

The “Cultural Zone” designation has been applied to all the lands within the Fort Rousseau Causeway SHP. **Cultural zones** apply to areas that possess sites and/or artifacts of historical or archaeological interest and are established to preserve, investigate, document, and interpret those resources. Developments associated with public access, safety, and interpretation are allowed to the extent that they do not interfere with the primary purpose of the cultural resource area. Hardened trails, toilets, and interpretive displays are examples of such development. Recreation-related facilities are generally secondary and are separated by sufficient buffers.⁶⁰

Appendix B provides guidelines for activities/facilities within the cultural zone at Fort Rousseau.

PRESERVATION ZONES

Preservation zones further assist staff, design professionals, park managers, and the community by providing guidance when making building- and area-specific decisions and recommendations related to historic preservation and interpretation within the park. Preservation zones overlay the land-use designations, but do not change the land-use designations. Each zone has a unique preservation objective, which are used to guide decisions in each zone. It is recommended that preservation zones and a thorough preservation plan be developed for the park.

FACILITIES AND INFRASTRUCTURE

The “Facilities and Infrastructure Concept Design” (Figure 3 – TO BE DEVELOPED) presents an idea for how facilities and infrastructure might be placed in the park. The following are explanations for the proposed facilities and infrastructure. All new facilities should complement the historical characteristics of the site; new facilities should not be designed to copy historical features, as they may be mistaken as such.

HISTORIC STRUCTURES

The division recommends rehabilitating some existing structures and buildings to enhance the visitor experience and to preserve them for the future. Leaving other structures and buildings in their natural state will preserve the sense of adventure and discovery cherished by many local residents. The following recommendations address how the division would like to use existing historic structures to enhance the visitor experience. An architectural historian should be consulted during the planning and implementation phases, and best practices for historic preservation techniques should be used.

VIRUBLENNOI ISLAND

Structure	Proposal	Management Objective/Justification
Ammunition magazine #1	Remove trash and debris from magazine’s entrance and interior; secure the entrance in the open position; remove graffiti; manage vegetation; address water penetration; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
Crane	Manage vegetation; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future

60. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 20.

GOLD ISLAND

Structure	Proposal	Management Objective/Justification
Wooden fuse house	Conduct a feasibility study to identify appropriate preservation techniques	The wooden fuse house is greatly deteriorated and has been found to contain asbestos. The building is currently fenced off. A feasibility study would enable park managers and architectural historians to recommend whether the building could be preserved, or if it should be taken down and possibly replaced with a replica.
Two-story bunker	Remove trash and debris; remove graffiti; replace ladder; manage vegetation; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future

SASEDNI ISLAND

Structure	Proposal	Management Objective/Justification
Three-inch anti-aircraft position	Manage vegetation; clean for visitor use; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future; clearing one of the three-inch anti-aircraft positions will enable visitors to explore the position, while leaving the other three for discovery
Meteorological station	Manage vegetation; clean for visitor use; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future; easily accessible from the landing area at Whiting Harbor, the meteorological station presents an excellent opportunity for visitors to explore

MAKHNATI ISLAND

Structure	Proposal	Management Objective/Justification
Ammunition magazine	Remove trash and debris from magazine's entrance and interior; secure the entrance in the open position; remove graffiti; manage vegetation; address water penetration; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
Battery 292, including six-inch gun emplacements	Manage vegetation; secure safely with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
155mm gun emplacement	Manage vegetation	To enhance the visitor experience
Wooden observation tower	Conduct a feasibility study to identify appropriate preservation techniques, feasibility, and need	A replica of the wooden observation tower could be constructed. The feasibility study would enable park managers and architectural historians to recommend whether a replica would be appropriate for this location.

TRAILS

It is recommended that the causeway be rehabilitated connecting Virublennoi and Gold islands to Sasedni Island, and eventually from Sasedni Island to Makhnati Island. It is not recommended that the original causeway road that physically linked the islands be constructed to replicate the road in the 1940s, but it is recommended that these sections be made easily passable. These trails would also travel onto the islands themselves, at which point they would closely resemble the original road, and lead visitors to historic structures and recreational areas. The specific trail recommendations are described below.

SASEDNI ISLAND TO GOLD AND VIRUBLENNOI ISLANDS

This minimum four-foot-wide, hard-packed accessible trail would lead southeast from Sasedni Island to Gold and Virublennoi islands. An improved trail system would follow the causeway and historic road alignment and lead visitors to the wooden fuse house and two-story bunker on Gold Island, and then continue on to an ammunition magazine and crane on Virublennoi Island.

SASEDNI ISLAND

From the south end of Sasedni Island, a minimum four-foot-wide, hard-packed accessible trail with small pullouts would follow the historic road alignment north to historic features, a central interpretive hub, and the day-use area. A secondary accessible trail—with trailside interpretation—would circumnavigate the island and connect to the day-use area. Trails and infrastructure on Sasedni Island will be accessible to the greatest extent possible.

SASEDNI ISLAND TO MAKHNATI ISLAND

The causeway between Sasedni and Kirushkin islands and between Kirushkin, Mogilnoi, and Makhnati islands contains major breeches and is at times impassable. When funding allows, it is recommended that the islands be connected via a trail from the recreational area on Sasedni Island to the historical features on Makhnati Island. Further consideration needs to be given toward cost, maintenance, and feasibility before deciding if this trail will be made fully accessible.

MAKHNATI ISLAND

The historic features on Makhnati Island provide a unique interpretive and exploratory opportunity. When funding becomes available to improve access to Makhnati Island and also to preserve historic features and make them safe for visitors, it is recommended that the trail system on the island be improved and made, in part, universally accessible. The trail would follow the historic road alignment and lead visitors to key historical features and interpretive opportunities, including ammunition magazines, Battery 292, the HDCP/HECP, and two, 155mm gun emplacements.

OTHER FACILITIES/INFRASTRUCTURE

DAY-USE AREA — SASEDNI ISLAND

A day-use area, complete with at least one covered shelter, picnic sites, and one toilet is recommended for Sasedni Island. The proposed location would be on the west side of the island—the exact location is to be determined. The day-use area would be accessed via the accessible trail system and would also provide access to the central interpretive hub. The site would provide opportunities for scenic views of Sitka Sound.

Existing foundations from the motor pool area could be used as pads for the covered shelter(s) to limit impact on the natural environment; further historical research would need to be conducted in order to determine

appropriate materials for construction. An architectural historian should be consulted during the design stage. Environmental testing would also need to be completed prior to construction to ensure soils are not contaminated.

The location and type of toilet is dependent on the overall site plan and engineer and archaeological historian's recommendations.

It is likely that the covered shelters and picnic sites will be managed on a first-come, first-serve basis.

Structure	Proposal	Management Objective/Justification
Covered picnic shelter(s)	Construct one or two covered picnic shelters	Provide a recreational opportunity that currently does not exist. The shelter(s) could be rented for large parties or used on a first come, first serve basis, and would provide relief from the sun and inclement weather.
Picnic sites	Establish designated picnic sites, each equipped with one table and a fire ring	Provide a recreational demand opportunity that currently does not exist. Established sites will decrease the impact to other areas in the park
Toilet	Construct one toilet near day-use area	Health and safety considerations

DESIGNATED CAMPING SITES AND PUBLIC USE CABINS

Designated camping sites and public use cabins are recommended to limit impact on the natural environment and to deter park visitors from camping in other areas. These areas should allow for privacy and be located where they cannot be viewed from the day-use area, interpretive trail, etc. It is recommended that existing camping areas on Kirushkin and Mahknati islands be improved to include hardened tent sites and fire rings. The camping area on the northwest end of Kirushkin Island, adjacent to the rocky beach, provides excellent views of Signal Island and the causeway and has nice tree cover. The site on Mahknati Island, near the southern 155mm gun position, would benefit from a designated fire ring and select vegetation management. An archaeological historian would need to be consulted prior to enhancing these sites to ensure the historic features are not negatively impacted.

Locations for public use cabins are undetermined at this time. It is likely that camping sites will be managed on a first-come, first-serve basis. Reservations will most likely be necessary for public use cabins.

Structure	Proposal	Management Objective/Justification
Camp site – Kirushkin Island	Establish a designated tent camping area with hardened tent sites and fire rings. Select vegetation management to enhance view.	Enhance recreational opportunities by establishing designated locations for tent camping. Decrease impacts throughout the park from unmanaged camp sites.
Camp site – Mahknati Island	Establish a designated tent camping area with hardened tent sites and fire rings. Select vegetation management to enhance view.	Enhance recreational opportunities by establishing designated locations for tent camping. Decrease impacts throughout the park from unmanaged camp sites.

Public Use Cabins	Determine appropriate locations and build public use cabins if demand and resources allow (number undetermined)	Enhance recreational opportunities and decrease impacts throughout the park from unmanaged camp sites
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CENTRAL INTERPRETIVE SHELTER—SASEDNI ISLAND

The central interpretive shelter, located on Sasedni Island, would present—through static interpretive exhibits—the main interpretive theme for the park and explain the park’s historical significance. The recommended facility would be a covered shelter with an estimated five interpretive displays. For themes and display specifics, see the “Interpretation” recommendations in this section. The size, materials, and exact location are yet to be determined.

Structure	Proposal	Management Objective/Justification
Interpretive shelter	Construct a covered shelter near the day-use area to house interpretive exhibits	Provide a covered space where visitors can be introduced, through sequential interpretive exhibits, to the historical context of the park. The shelter will provide an accessible space for visitors to understand the significance of the park.

ON-SITE CARETAKER FACILITY

An on-site caretaker facility in the park is critical. The facility would provide housing for a volunteer or an employee and also storage space for maintenance equipment. The on-site caretaker would help to, not only deter vandalism, but also provide visitors the opportunity for personal connections. The on-site caretaker would survey the facilities, trails, on-site interpretation, and historical features during the peak visitor season to ensure its maintenance, preservation, and safety measures are being met. The location and the type of facility are to be determined; it is possible that an existing historic structure could be adapted for this use. A low-cost system for heat and power would be established during the design stage.

The on-site caretaker facility would ideally be located in proximity to, but not visible from, the day-use area.

Structure	Proposal	Management Objective/Justification
Caretaker facility	Construct a permanent caretaker facility that can be used year-round if needed with heat and electricity. The structure should be historically appropriate to the area.	For security reasons, the location should be central with a commanding view of the area. The caretaker facility will enable a volunteer or staff member to be on-site during the peak visitor season to deter vandalism, maintain the site, and provide visitors opportunities for personal connections.
Toilet	If the caretaker facility is not located in proximity to the day-use area, construct one toilet near the caretaker facility.	Health and safety considerations

VISITOR CENTER FACILITY

If community and agency support and funding allowed, a visitor center facility could be built to replace the central interpretive hub and on-site caretaker facility. The building would act as a shared indoor exhibit space and on-site

caretaker residence. Before implementation of such a facility, the division would show: (1) the need for this type of facility; (2) the community support for this facility; (3) the division's support for this facility; and (4) a plan detailing how ongoing maintenance and operation of the facility would be funded. It is possible that an existing historic structure could be adapted for this use.

RECREATION

RECREATIONAL USERS

Recreation at the park will be enhanced by providing improved marine access to the site, well-signed, accessible trails, and designated day-use and camping areas. Users will still be able to participate in activities they have been enjoying on and around the causeway for years, including kayaking, beachcombing, hiking, wildlife viewing, and exploring. The primary recreational area will be Sasedni Island and will be designed to complement the park's historic features. The term "recreational" here should not be confused with the "recreational" land-use designation. They are not synonymous.

COMMERCIAL OPERATORS

Commercial operators interested in ferrying visitors to and from the park or leading guided tours will be an important component in building and fostering visitation. Commercial operators can also play a critical role in delivering interpretive messages and helping the park meet its goals and objectives.

Commercial operators wishing to use the park will need to acquire the necessary permits; there will not be a separate commercial operating zone.

USE RESTRICTIONS AND LIMITATIONS

The following recommendations are intended to address use restrictions and limitations within the park to protect and reduce impacts on the natural and cultural resources of the park, improve public safety, and mitigate conflicts between incompatible uses.

Issue/Use	Recommendation	Justification
Pets in the park	Enforce leash laws in the park as per 11 AAC 12.130. Protect the park's wildlife from being harassed by pets and prevent unsanitary conditions created by uncontrolled pet waste. Develop a self-policing program by pet owners to encourage a voluntary compliance. Explore the concept of a "pet-etiquette" information program	The park will be foremost managed for the safety and welfare of the public, and protection of the park's resources.
Large events	Restrict large events through the Special Use Permit process (11 AAC 18.010) and commensurate fees	Because of space limitations and the park's historical features, certain large events (groups of 20 or more) will be carefully controlled for public and resource safety purposes

Alcoholic beverages	Prohibit the possession and consumption of alcoholic beverages	The possession and consumption of alcoholic beverages is prohibited by 11 AAC 20.905 at similar park units, including Miller Point at Fort Abercrombie State Historical Park, Castle Hill State Historic Site, Old Sitka State Historic Site, and Totem Bight State Historic Site. Prohibiting alcohol possession and consumption in the park will hopefully decrease the occurrence of parties and vandalism to historic structures.
Firewood	No firewood cutting allowed other than beach logs for campfires	Activity is restricted by 11 AAC 12.170

INTERPRETATION

Interpretation is meant to enhance a visitor's experience by revealing what makes the site and/or resource special and, in effect, is a valuable management tool. Fort Rousseau interpretation will not only tell visitors what is interesting about the site but also aim to convince them of its value, encourage preservation, and instill a sense of community ownership in the park.

The following section outlines interpretive themes and the division's recommendations for personal and non-personal interpretation.

INTERPRETIVE THEMES

Themes are the primary messages visitors should understand about an interpretive site or presentation. Themes bring a sense of continuity to a site and assist planners when organizing the content for interpretive materials. Each interpretive product developed will support the primary interpretive theme and one of the subthemes listed below.

PRIMARY INTERPRETIVE THEME:

Fort Rousseau played an important role in the WWII defense structure in Sitka Sound; the fort and other local WWII installations changed the face of Sitka and still affect Sitkans today.

SUBTHEMES:

- The causeway islands are a cultural and traditional use area for the Tlingit people.**
- The islands' names are undoubtedly linked to Sitka's Russian occupation.**
- Increasing tensions between the U.S. and Japan prompted the U.S. to fortify its west coast during the late 1930s.**
 - Alaska, Hawaii, and the Panama Canal formed a triangle of U.S. defense in the Pacific.
 - Three naval air bases were constructed in Alaska starting in 1937; the Sitka Naval Air Station (renamed the Sitka Naval Operating Base) was completed in 1939.
 - The Japanese invasion of Attu and Kiska islands in 1942 marked the first time U.S. soil had been occupied by a foreign entity since the War of 1812.

4. The Sitka Naval Operating Base, located on Japonski Island, brought thousands of enlisted personnel to Sitka. Fort Rousseau, including the causeway islands, became the headquarters for U.S. Army harbor defense and along with gun emplacements on Biorka Island and Shoals Point, fortified Sitka Sound.

- The Sitka Naval Operating Base was located on Japonski Island and in December 1941, was the only established military base in Alaska.
- The U.S. Army was tasked with defending the naval base and established headquarters at Fort Ray on Alice and Charcoal islands. When the Army outgrew their modest footprint, they expanded onto the causeway islands.
- Linking and developing the causeway islands was a difficult and expensive feat.
- Makhnati Island became the headquarters for harbor defense; Makhnati Island and seven other connected islands collectively became Fort Rousseau.
- Each island and its installations served different purposes.
- Life for soldiers stationed on the causeway was challenging and unique.
- Gun emplacements on Biorka Island, Shoals Point, and Makhnati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

5. When the Japanese threat to the U.S. west coast dissipated, the naval base and army posts were decommissioned and transferred to other entities, but the installations left lasting impacts on the community.

- The population, infrastructure, and culture surrounding the naval and army installations changed the area dramatically, the effects of which are still seen today.
- When the bases were decommissioned, some buildings were disassembled and removed, while others were left behind and are used actively today.
- Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community's history.

PERSONAL INTERPRETATION

Personal interpretation occurs when one person is interpreting to another. Authors Lisa Brochu and Tim Merriam provide an excellent summation of personal interpretation in their book, "Personal Interpretation: connecting your audience to heritage resources":

*"Personal interpretation is one of the most powerful approaches to interpretation because the interpreter can continually adapt to each audience. If you are practicing personal interpretation, the opportunities for you to make emotional and intellectual connections are numerous, because you can learn about the guest and apply what you learn to enhance her or his experience. However, personal interpretive services are usually available for a limited amount of time each day and perform variably, depending upon the skill of the interpreter and how she or he feels at any given time. And personal interpretation is usually more expensive than nonpersonal approaches, when one considers the cost per visitor contact."*⁶¹

PROGRAM OUTLINES

It is recommended that a series of program outlines be developed to provide guidance for those interested in giving tours in the park. The program outlines would help ensure that park users receive a consistent message

61. Brochu, *Personal Interpretation: connecting your audience to heritage resources*, 23.

about the park's history and resources. Each outline would include the following: goals, objectives, intended audience, main theme, introduction, subthemes, conclusion, and a list of resources needed.

The program outlines would be available for commercial guides (such as Sitka Sound Ocean Adventures), park volunteers and staff, and organizations that provide information to park users about the causeway's history and recreational opportunities—such as the Sitka Historical Museum and the Sitka Maritime Heritage Society's planned Japonski Island Boathouse.

NON-PERSONAL INTERPRETATION

Non-personal interpretation occurs when the person interpreting is removed and replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure. At Fort Rousseau Causeway SHP, non-personal interpretation will enhance visitors' experiences when they are visiting independent of a tour or outside scheduled times for oral presentations. Non-personal interpretation presents a consistent story and message and is not susceptible to a guide's skill or feelings on any particular day.

The following descriptions present recommendations for: on-site displays, brochures, Sitka Historical Museum displays, Japonski Island Boathouse displays, podcasts, and cell phone interpretation.

FORT ROUSSEAU CAUSEWAY SHP ON-SITE INTERPRETIVE DISPLAYS

On-site, static interpretation will be the primary media for interpretation in the park. Appendix C, "On-site Interpretive Displays—Project Descriptions," details the project descriptions, which are both site and topic specific. Each project identifies the working title, suggested location, supporting subthemes, topic, objective, style, and suggested graphic components.

The project numbers do not correspond with implementation priority; see Appendix D, "Implementation Priorities," for these recommendations. The eight projects detailed in Appendix C are as follows:

- Project #1:** Central Interpretive Hub/Shelter – Sasedni Island
- Project #2:** Orientation Panels – Kirushkin, Reshimosti, Nevski, Mogilnoi islands
- Project #3:** Orientation Panels – Virublennoi, Gold, Sasedni islands
- Project #4:** Orientation Panel – Makhnati Island
- Project #5:** Trailside/Historical Features Panels – Virublennoi Island
- Project #6:** Trailside/Historical Features Panels – Gold Island
- Project #7:** Trailside/Historical Features Panels – Sasedni Island
- Project #8:** Trailside/Historical Features Panels – Makhnati Island
- Project #9:** On-shore panel—location to be determined

Interpretive panels at Fort Rousseau should be designed to have thematic, consistent design elements that link individual displays together and give the park's displays a distinctive appearance. The panels, for example, could have the same border treatment, color schemes, and fonts. Individual display themes and topics will drive what individual images were used. "Figure 7" provides a design example for interpretive panels at Fort Rousseau. The example shows a possible border treatment, color scheme, background, and fonts that could be carried through each panel. Upon implementation of interpretive projects, this design concept would be refined.

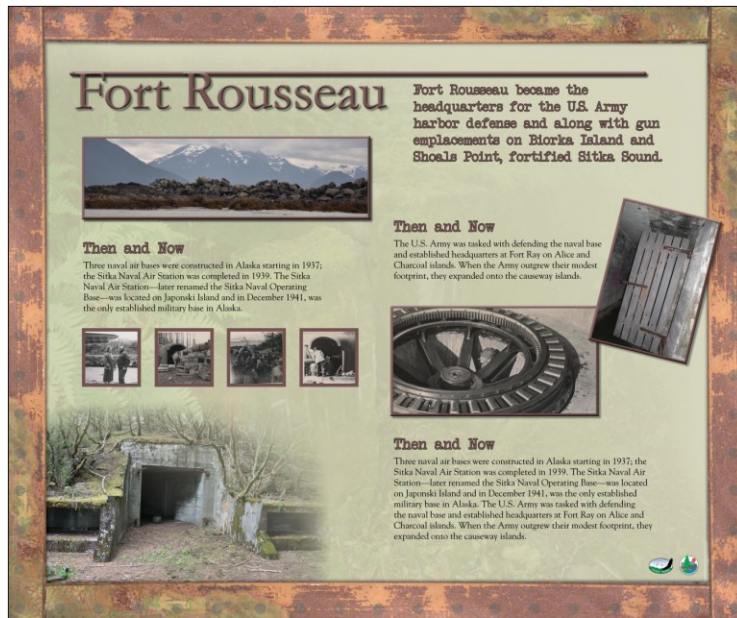


Figure 7. Sample interpretive panel design. The text and images shown are placeholders. Text and images have not been developed. Historic photos in the sample are courtesy of the Isabel Miller Museum.

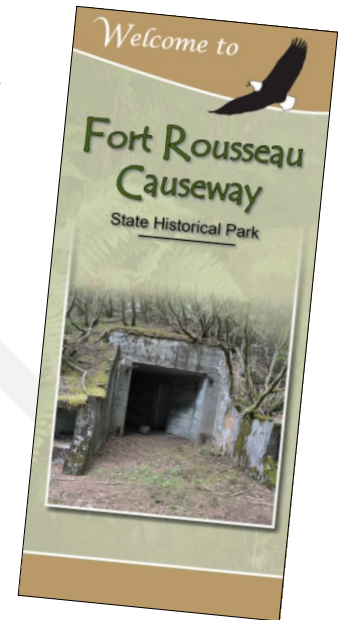


Figure 8. Sample brochure cover design. The image shown is a placeholder. Text and images have not been developed.

BROCHURES

It is recommended that a brochure be developed for the park. The brochure would be designed to match the Alaska State Parks' standard design for brochures and include historical background information and orientation information (see Figure 8). The brochure design creates a recognizable product that is easily identifiable. Standard graphic elements such as font choice, border treatment, and the order in which information is displayed tie all Alaska State Park brochures together.

The map portion of the brochure would show the location of interpretive and historical features. The brochure would be available for download from the division website and be distributed at various locations in Sitka.

It is also recommended that an 8.5" w x 11" h double-sided brochure be developed that could be downloaded from the division website and easily printed using a black and white format printer. The information would be similar to that on the standard brochure, but paired down for easy, at-home printing.

SITKA HISTORICAL MUSEUM

It is recommended that the division, via its Interpretation and Education Unit and the Sitka State Parks Citizens Advisory Board, work with the Sitka Historical Museum director and curator to integrate the park's interpretive themes into the museum's WWII exhibit. The exhibit is slated for a major update in 2011. The museum is willing to integrate park information into the display; they are also willing to promote park visitation to their 40,000 annual visitors.⁶²

Partnering with the museum provides an excellent opportunity to not only market the park but also disseminate information about the park, events, and historical resources.

62. Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), January 26, 2010.

SITKA MARITIME HERITAGE SOCIETY – JAPONSKI ISLAND BOATHOUSE

It is recommended that the division, via its Interpretation and Education Unit and the Sitka State Parks Citizens Advisory Board, work with the Sitka Maritime Heritage Society to develop the Fort Rousseau portion of the WWII exhibit in the Japonski Island Boathouse. For detailed information about this potential partnership, see the “Partnership” information listed on page 43.

PODCASTS

It is recommended that a series of podcasts be developed to enhance visitors’ experiences, both on-site and at home. A podcast is a digital audio recording made available on the Internet for downloading to a personal computer, iPod, MP3 player, or other personal audio device. Podcasts can be easily changed and created in different languages. The park’s interpretive themes would guide the development of individual podcast topics and the individual recordings could range from a couple minutes to 30 minutes or longer. Recordings of personal stories, such as those by local WWII veteran Walter Dangle, would make excellent podcasts. Once developed, on-site interpretive panels could also be read, recorded, and turned into podcasts—a quick, easy place to start.

CELL PHONE INTERPRETATION

It is recommended that a cell phone interpretation program be developed to enhance the message presented in the on-shore interpretive panel (see “Project #9 – On-shore interpretive panel” in Appendix C). The panel will provide images and an overview of the park’s history and recreational opportunities, while the cell phone messages could present more detailed stories related to the park’s interpretive themes. It is possible that these messages could be the same as those available as podcasts. A small sign adjacent to the panel could provide the phone number and different story options.

EVALUATION OF INTERPRETIVE SITES AND MATERIALS

Creating guidelines for evaluating the effectiveness of interpretive sites and services is an essential part of the planning process. Evaluating interpretive materials and programs helps managers measure whether goals and objectives are being met. Evaluation will let managers know what is working, what is not working, and enable them to make changes.

There are several different methods for evaluating the effectiveness of interpretive programs—the important part is that some type of evaluation is done.

PERSONAL INTERPRETATION

- **Program Outlines.** Program outlines should be used by presenters and their peers to determine whether the presenter’s stated objectives were met—the measurable component.
- **Oral Comments.** Presenters should solicit oral comments during informal conversations with audience members at the conclusion of their presentations to gauge the program’s effectiveness. This method should be used in tandem with other methods.
- **Exit Questionnaires.** Audience members participating in a guided tour or presentation could be given an exit questionnaire that asks questions aimed at understanding whether the program objective was met and that solicits ideas for improvement.
- **Indirect Observation.** Indirect observation—having a volunteer or other staff person observe the audience’s reaction during the guided tour or presentation—is a good method for evaluating the effectiveness of a program, including the presenter’s ability to engage the audience and keep them interested.

NON-PERSONAL INTERPRETATION — ON-SITE INTERPRETIVE PANELS

- **Panel/Media Outline.** The objectives stated in the interpretive panel outlines in Appendix C should be used by planners, managers, volunteers, etc. to determine whether those stated objectives are being met. The objectives are written to be measurable.
- **Exit Questionnaires.** Park users could be given an exit questionnaire that asks questions aimed at understanding whether the interpretive program's objectives were met and that solicits ideas for improvement. Administering this type of evaluation tool can be challenging when operating such a remote site and also because independent travelers do not visit at scheduled times. Options could include signage that notifies visitors about online questionnaires or asking volunteers to hand questionnaires to visitors during the peak season.
- **Indirect Observation.** Indirect observation—having a volunteer or other staff person observe how visitors react to on-site interpretive panels—is a good method for evaluating the effectiveness of each exhibit, including the exhibit's ability to attract and hold a visitor's attention.
- **Suggestion Box.** A suggestion box could be placed near the marine access point that would provide visitors a place to share their thoughts, suggestions, and ideas with park managers. A system would need to be established whereby the box was emptied regularly and the data entered into a usable, electronic document for park managers. Paper and pencils would also need to be supplied and restocked. It is possible that this method could be achieved digitally by directing visitors to the park's website to submit comments. The response rate, however, may be lower.

INFORMATION AND ORIENTATION

INFORMATION SIGNS (ON SITE)

ORIENTATION SIGNS

Orientation signs are needed to ensure visitors have the information they need to safely travel within the park.

- **Landing Areas.** These signs, placed where visitors are disembarking from boats, will show a map of the park that highlights the trail system, interpretive hub, day-use area, and camping areas. These signs are described in Appendix C, "On-site Interpretive Displays—Project Descriptions."
- **Trail Junctions.** These signs will be placed at trail junctions and will point the way toward interpretive features, the day-use area, camping areas, etc. Trail junction signs should be installed when trail improvements are made.
- **Historical Features.** It is recommended that the hand-painted signs identifying historical features in the park be removed and replaced with interpretive displays naming and describing the feature. For a more detailed description of the content and number of these displays, see Appendix C, "On-site Interpretive Displays—Project Descriptions."

SAFETY SIGNS

Safety of the visitor is paramount to the management of state park units. With this in mind, the division will look for and mitigate identified safety issues prior to developing areas of the park for use. The division will continue to address new safety issues as we become aware of them. Areas of the park that are not being developed for public use should not be considered entirely safe. As with other undeveloped units, the public has the option to explore

undeveloped areas, however, they need to explore at their own risk. Signage will be an important factor in letting the public know when they are outside of a developed use zone.

WEBSITES

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK WEBSITE

The Fort Rousseau Causeway State Historical Park website will be accessible from the Division of Parks and Outdoor Recreation website. In addition to historical information about the park, visitors to the website could browse through historical and present-day images and jpegs of on-site interpretive panels. Users would also be able to download brochures and podcasts, and get information about accessing the park, contact information, rules and regulations, and more.

SITKA'S WWII SITE

Matt Hunter's Sitka WWII website, www.sitkaww2.com, is a valuable resource for detailed information about the park's history. The division should ask that their website be linked to this site and vice versa. For a more detailed description of this website, see the "Existing Conditions and Issues" section.

SITKA MARITIME HERITAGE SOCIETY

When the Sitka Maritime Heritage Society's (SMHS) Japonski Island Boathouse renovations are complete and if a display is developed that interprets Fort Rousseau's relationship with the Sitka Naval Operating Base National Historic Landmark, the division should recommend that each other's websites be linked. The SMHS website, www.sitkamaritime.org/, could also include information on how to access the park, the available experiences, etc.

SITKA HISTORICAL SOCIETY AND MUSEUM

The Sitka Historical Society and Museum has a nicely organized website that includes information about the museum, descriptions of current exhibits, and more (www.sitkahistory.org/). Once the Fort Rousseau Causeway State Historical Park website is established, the division should recommend to the Sitka Historical Society that their websites be linked.

OTHER

The division should encourage Sitka businesses and other travel/recreation-based businesses to add a Fort Rousseau Causeway State Historical Park link to their websites for potential visitors to get more information about accessing the park, historical information, and recreational opportunities.

TRAVEL GUIDES

Contacting travel guides who advertise recreational and cultural opportunities in Sitka and providing them information and photographs of the park would be an excellent volunteer project or a project for members of the Sitka State Parks Citizens Advisory Board (SSPCAB). The volunteer(s) could generate a list of publishers interested in printing information about the park and provide them updated information annually about accessing the park, historical information, and opportunities available in the park.

OPERATIONS AND STAFFING

The park will require increased staff presence as development increases. Volunteers will provide staffing for the day-use area and the on-site caretaker facility as those areas are developed. Eventually, it will be necessary to hire additional seasonal staff (Natural Resource Technician) to enable the Sitka State Park Specialist to focus more on managing use of the park. As use increases, so will general maintenance, the majority of which will be handled contractually with increased monitoring by staff. Funding for these staffing increases will come from general fund increases supported by fee revenue increases. The division should also continue to seek additional grant funding in conjunction with the local non-profit, Sitka Trail Works, Inc., for park improvements. A landing craft will be a critical acquisition to ensure the efficient management of this facility.

PARTNERSHIPS

SSPCAB AND SITKA TRAIL WORKS, INC.

The division should continue to foster its relationship with the Sitka State Parks Citizens Advisory Board (SSPCAB) and Sitka Trail Works, Inc., both integral partners in maintaining and fostering community support for the park. The organizations and their volunteers are dedicated to providing recreational opportunities in the Sitka area. Sitka Trail Works, Inc. is a valuable funding partner, as well as a partner for trail construction and environmental cleanup.

SITKA HISTORICAL SOCIETY AND MUSEUM

The Sitka Historical Society and Museum has expressed interest in partnering with the division to promote the historical park. The museum's approximately 40,000 annual summer visitors learn about Sitka's involvement in WWII through the museum's WWII exhibit and artifacts.⁶³ Regular communication between the division and the historical society can ensure that the museum's staff and volunteers have up-to-date information regarding opportunities in the park, including tour options, access, interpretive themes, and more.

The goals and objectives and interpretive themes outlined herein will provide the museum staff and volunteers with information regarding the types of experiences the division desires for park visitors. Through working together, the division and Sitka Historical Society and Museum can help ensure that community members and visitors are having a meaningful experience in town and at the park.

Enhancing interpretive and recreational opportunities at and/or about the park also supports the society's goal to develop self-guided Sitka tours (including marine tours) that would include new signage on culturally and historically important sites of national significance as well as thematic accompanying pamphlets and a downloadable podcast with first person narratives.⁶⁴

SITKA MARITIME HERITAGE SOCIETY

As described in the "Existing Conditions and Issues" section, the Sitka Maritime Heritage Society (SMHS), a not-for-profit organization, is currently rehabilitating the Japonski Island Boathouse, located within the Sitka Naval

63. Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), July 28, 2009.

64. Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), January 26, 2010.

Operating Base National Historic Landmark. The Japonski Island Boathouse, as described in the “Japonski Boathouse and Maritime Heritage Center Business Plan” will:

- present interesting and interactive displays of maritime history and culture
- provide learning activities for both adults and children
- provide a working facility for boat restoration and repair and small boat building
- provide expanded recreational opportunities with a kayak float and access to a kayak ‘trail’ for visiting the World War II Causeway and bunker sites⁶⁵

The business plan also elaborates the society’s proposal for expanded recreational opportunities by stating that the kayak and small boat facility, to be located adjacent to the boathouse, would support the cultural interest trails project outlined in the *Sitka Trail Plan 2003*. The business plan states that the new center “could display the background information about the causeway, provide maps, and with its float in place, serve as the first stop for a boat tour or a jumping off place for independents who wish to explore [the causeway] by kayak.”⁶⁶

The division should foster a partnership with the SMHS to (1) develop the Fort Rousseau portion of the boathouse’s interpretive center, (2) ensure the goals and objectives and interpretive themes outlined herein are shared with the SMHS staff and volunteers, and (3) to work with the SMHS if and when a kayak rental facility and float are established at the boathouse.

DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE

The division should establish a connection with the National Park Service, Alaska Regional Office and specifically the National Historic Landmark Program. A partnership with this agency would provide opportunities for coordinating special events, community connectivity, and possible funding opportunities.

ENVIRONMENTAL CLEANUP

The division should work with the Alaska Department of Environmental Conservation and the U.S. Army Corp of Engineers to ensure identified contamination issues are mitigated prior to the construction of new trails and facilities. See the “Existing Conditions and Issues” section for a detailed description of environmental assessments, studies, and recommendations to date.

MAINTENANCE

GENERAL MAINTENANCE

The division should create a Fort Rousseau Causeway State Historical Park maintenance plan to ensure trails, historic features, and new facilities are surveyed regularly. Regularly scheduled patrols of the park and maintenance will enable park managers to address maintenance and safety concerns in a timely manner.

VEGETATION MANAGEMENT

The park will be managed to protect the natural processes and cycles of the ecosystem. However, vegetation has the potential to impact the visitor experience, the historic views and vistas, structural integrity of the buildings,

65. Sitka Maritime Heritage Society, *Japonski Boathouse and Maritime Heritage Center Business Plan*, Section 1.1 Mission.

66. Sitka Maritime Heritage Society, *Japonski Boathouse and Maritime Heritage Center Business Plan*, Section 3.3 Recreational Program.

and archaeological features. In certain cases, retention of vegetation is advocated and in others removal is justified. All decisions related to vegetation retention and removal must be based on the period of significance. Although part of the historic planned landscape, trees must be removed when they begin to threaten any standing building or archaeological resource. Threats can include age, moisture retention, structural impacts, and visual impacts.

With a few exceptions, such as historical restoration, hazardous tree removal, or other safety related projects, trees and undergrowth should be retained whenever feasible to maintain the park's forested character. In "Cultural" zones, the cutting of vegetation to re-create the historic setting of the fort shall be allowed. Historic views and vistas are of paramount importance at the six-inch gun emplacements, 20mm gun emplacements, the Coincidence Range Finder on Makhnati Island, and the two-story bunker on Gold Island. Large vegetation that impedes the historic perspective must be removed on an annual basis. In some cases, tree cover was used strategically by the military; a study of existing photos of Fort Rousseau may provide insight to the location and use of trees at the fort.

Vegetation located on and around structures provided camouflage during the period of significance. Therefore, non-woody native vegetation should stay in place, but all trees that begin to grow on top of the structures should be immediately removed—their roots have the potential to impact the structural integrity of the building. Access to the top of the bunkers must be managed to ensure new paths, along with erosion problems, are not created.

Prior to commencing vegetation removal on any of the historic structures, a thorough preservation plan must be completed. Vegetation removal on these buildings could cause irreparable damage.

IMPLEMENTATION

The guidelines in this plan are intended to be flexible so as to respond to changing conditions, shifts in demand and use patterns, and availability of funds.

PHASING

Implementation of recommendations should begin immediately and proceed as opportunities allow. Facility and infrastructure, interpretation, and information and orientation recommendations are intended to be implemented in phases over the next several years as staffing and funding allow. Appendix D, "Implementation Priorities" provides a suggested implementation schedule for these recommendations.

SITE PLANNING

Prior to the construction of facilities and infrastructure, interpretation, and information and orientation recommendations proposed in this plan, site planning will occur. During the site planning process, a detailed site analysis will be performed which may suggest minor revisions of the numbers and locations of the facilities recommended in this plan.

PLAN REVIEW AND MODIFICATIONS

Due to changes in use patterns and demands, as well as changes in data associated with specific plan recommendations, adjustments to the plan will have to be made over time. If proposed adjustments are a major departure from the plan's intent, the director may determine the need to initiate a public review process. This plan reflects the best efforts of the Division of Parks and Outdoor Recreation to analyze the resources of the park and to provide recreational/interpretive opportunities that do not significantly compromise the park's cultural and natural resources or character.

The planned outlook for the document is 20 years, with the realization that intermediate reviews and modifications may be warranted and are appropriate. The director may initiate a review at any time and it is strongly recommended that the plan be reviewed via a public process at least every 10 years.

The following procedure will be used for plan deviations and modifications:

1. **Periodic Review.** The division will coordinate periodic review of the management plan when the director considers it necessary and so directs. The decision to review the management plan may be triggered by:
 - a. written public or agency requests for review
 - b. policy changes within the Division of Parks and Outdoor Recreation
 - c. availability of new data
 - d. availability of new technology or
 - e. changing social or economic conditions that place different demands on the park or affect the division's capabilities

The management plan review will include meetings, as appropriate, with the local advisory board, interested groups, the general public, affected agencies, the area superintendent and other Division of Parks and Outdoor Recreation personnel. The periodic review will lead to one of the following actions:

- a. no modification of the plan
- b. modification of the plan
- c. granting of a special exception

2. **Modification of the plan.** Plan modifications are of two types:

- a. Minor changes – These are changes which, if accomplished, would not cause a deviation from the original intent of the management plan. Minor changes may be necessary for clarification, consistency, or to facilitate plan implementation. Minor changes do not require public review but should be coordinated with the area superintendent and appropriate staff.
- b. Major changes – These are changes which, if accomplished, would cause a deviation from the original intent of the management plan. Major changes require public notice and review prior to adoption.

3. **Granting of a Special Exception.** Exceptions to the provisions of the management plan may be made without modification of the plan. Special exceptions shall occur only when compliance with the plan is excessively difficult or impractical, and an alternative procedure can be implemented which adheres to the purposes and spirit of the plan. The Division of Parks and Outdoor Recreation may make a special exception in the implementation of the plan through the following procedure:

- a. The person or agency requesting the special exception shall prepare a written finding which specifies:
 - i. the nature of the special exception requested
 - ii. the extenuating conditions which require a special exception
 - iii. the alternative course of action to be followed, and
 - iv. how the intent of the plan will be met by the alternative
- b. The director will review the findings and issue a determination. If warranted by the degree of controversy or the potential impact, the director will hold a public hearing before reaching a decision.
- c. The decision of the director may be appealed to the Commissioner of the Department of Natural Resources, whose decision will be final.

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APPENDIX A: PROJECT TIMELINE

JUNE 2009

- June 9 – Project “kick-off” meeting (teleconference) between project planners and the Sitka State Parks Citizens Advisory Board (SSPCAB)
- June 12 – Public notice for July public meeting posted on the Department of Natural Resources (DNR) “Public Notices” page
- Project website created at <http://www.dnr.state.ak.us/parks/plans/ftrousseau/ftrousseauamp.htm>

JULY 2009

- July 10, 13, 15 – Public meeting notice for July public meeting advertised in *Daily Sitka Sentinel*
- July 15 – Site visit to causeway, Sitka, AK
- July 16 – Visioning session with SSPCAB; public meeting hosted at Harrigan Centennial Hall, Sitka, AK
- Public meeting notes distributed to contact list and uploaded to the project website

AUGUST—OCTOBER 2009

- Research and writing for the first draft

OCTOBER 2009

- Plan shifts from a master interpretive plan to a management plan
- Project granted an extension to incorporate management components

DECEMBER 2009

- December 14 – 50% first draft released for public review and uploaded to project website
- December 15 – Public notice and media release submitted and posted through DNR

JANUARY 2010

- January 15 – First draft comment due date

JANUARY 2010 – MARCH 2010

- Incorporating changes and additions to second draft

APRIL 2010

- April 6– Second draft released for public review and uploaded to project website
- April 21 – Public meeting hosted at Harrigan Centennial Hall, Sitka, AK

MAY 2010

- May 4 – Second draft comment due date

INCOMPLETE

APPENDIX B: GUIDELINES FOR ACTIVITIES/FACILITIES WITHIN LAND-USE DESIGNATIONS IN FORT ROUSSEAU CAUSEWAY SHP⁶⁷

ACTIVITY/FACILITY	CULTURAL
RESOURCE MANAGEMENT⁶⁸	
<u>Ecological Monitoring.</u> Activities or studies that address how fish and wildlife and their habitats are changing, due to either natural or human causes	Will be practiced as a part of normal park operations in cooperation with ADF&G and other appropriate agencies
<u>Fish and Wildlife Inventories.</u> Using acceptable inventory techniques to obtain information on species distribution, harvests, abundance, habitats, and population dynamics, to meet park management objectives	Compatible
<u>Pest and Disease Control.</u> The use of poisons or chemicals to control or eradicate insect pests and/or diseases to indigenous animals, plants, or forests	Not compatible except to control species not indigenous to the area—requires the director's authorization
<u>Predator Control.</u> Relocation or removal of predators to favor other wildlife species or populations, and the protection of re-introduced species	Only if recommended by ADF&G to sustain an endangered species
<u>Research, Monitoring, and Management Studies.</u> Collection of data necessary for park management decisions or to further science. Priority will be given to studies that contribute to the use and management of native fish and wildlife populations and their habitats. Studies may be conducted by the division or by other researchers under division permit.	Will be encouraged when in accord with established principles and when consistent with the purposes of the park
<u>Tree Felling and/or Timber Sales.</u> Actions taken to eradicate pests, remove fire or falling hazards adjacent to developed areas, or to improve views from developed pullouts	Compatible as managed by DPOR
<u>Wildlife Habitat Manipulation.</u> Modification of habitat to increase target wildlife populations—includes both enhancement and restoration activities, such as prescribed burning and mechanical manipulation	Only if recommended by ADF&G to sustain an endangered species
<u>Wildlife Introduction.</u> Introduction of non- indigenous or exotic species	Only if recommended by ADF&G to sustain an endangered species
<u>Wildlife Stocking.</u> Used to re-establish native species within their original breeding range	Compatible as managed by ADF&G

67. These are general guidelines. In the case of conflict between these guidelines and the specific recommendations in this plan, the specific recommendations will prevail.

68. Guidelines on fish and wildlife management are advisory only, and the division recognizes the authority of the Board of Fisheries, Board of Game, and the Department of Fish and Game to regulate fish and wildlife management.

ACTIVITY/FACILITY	CULTURAL
PUBLIC USES	
<u>Berry Picking.</u> For personal consumption, but not for sale or distribution	Compatible
<u>Bicycles</u>	Not compatible
<u>Campfires</u>	Compatible
<u>Camping</u>	Compatible
<u>Fishing</u>	Compatible
<u>Hunting, Discharge of Weapons</u>	Not compatible
<u>Land-Based Motorized Vehicles – ATVs.</u> Does not include automobiles	Not compatible other than authorized use associated with park maintenance, construction, or facility enhancement projects
<u>Motorized Boats.</u> Includes use of inboard and outboard motorized boats and jet boats on rivers and lakes—does not include small boats with electric trolling motors	The division does not manage the waters around the unit other than a small site for a possible dock
<u>Motorized Equipment.</u> Includes all internal combustion equipment (i.e. chainsaws and generators)	Not compatible other than authorized use associated with park maintenance, construction, or facility enhancement projects
<u>Non-motorized boating.</u> Includes canoes, rafts, rowboats, kayaks, sailboats and sailboards	The division does not manage the waters around the unit other than a small site for a possible dock
<u>Rock Climbing.</u> Includes any type of climbing, with or without gear	Not compatible
<u>Trapping.</u> Trapping of fur-bearers for private or commercial use	Not compatible
FACILITIES	
<u>Boat Landing Sites.</u> Designated access sites where boats can access the park and be anchored. Sites may vary from simple clearings to permanent ramps and docks.	Compatible. Dock is only compatible at one site in Whiting Harbor
<u>Foot Trails.</u> Designated, maintained trails that are restricted to foot traffic	Compatible as developed and maintained by DPOR or approved by DPOR
<u>Improved Campsites.</u> Permanent site clearings that may include tent platforms, hardened campsites, fire pits, and sanitary facilities	Compatible
<u>Memorials.</u> The construction or erection of any type of permanent memorial, such as a plaque or monument	Conditionally compatible only if it serves a recreational or historic preservation purpose and is part of a significant donation of facilities, and supports the park's purpose—all memorial authorizations require a permit

ACTIVITY/FACILITY	CULTURAL
<u>Public Use Cabins and Shelters.</u> Small, permanent structures available for overnight used by the general public on a reservation basis	Compatible
<u>Visitor Information Facilities.</u> Structures where the public can learn about and obtain information on the park, its resources, recreation opportunities, and park regulations	Compatible
COMMERCIAL USES	
<u>Guiding.</u> Licensed tour operators or other commercial operators who use the park lands and waters, and charge for their services	Compatible only by permit or concession contract issued by DPOR

APPENDIX C: ON-SITE INTERPRETIVE DISPLAYS—PROJECT DESCRIPTIONS

The following project descriptions are both site and topic specific. Each panel supports the overall park goals “to provide recreational and interpretive opportunities” and “to instill a sense of place, a sense of discovery, and appreciation for this local, historic treasure.” The individual panel objectives are measurable statements that will assist managers in evaluating the effectiveness of the display.

The project numbers do not correspond with implementation priority. See Appendix D, “Implementation Priorities,” for these recommendations.

Project #1: Central Interpretive Hub/Shelter – Sasedni Island	55
Project #2: Orientation Panels – Kirushkin, Reshimosti, Nevski, Mogilnoi islands	58
Project #3: Orientation Panels – Virublennoi, Gold, Sasedni islands	59
Project #4: Orientation Panel – Makhnati Island	61
Project #5: Trailside/Historical Features Panels – Virublennoi Island.....	62
Project #6: Trailside/Historical Features Panels – Gold Island.....	63
Project #7: Trailside/Historical Features Panels – Sasedni Island	64
Project #8: Trailside/Historical Features Panels – Makhnati Island	69
Project #9: On-shore panel – location to be determined	72

Project #1: Central Interpretive Hub/Shelter – Sasedni Island

The central interpretive hub, located on Sasedni Island, would present—through static interpretive exhibits—the main interpretive theme for the park and provide the park’s historical context. The recommended facility would be a covered shelter with an estimated five interpretive displays. The five panels are designed to be read sequentially; however, visitors will not be confused if they read the panels out of order. The five panels should also have identifiable, thematic graphic elements.

PANEL #1

Working Title: “WWII REACHES SITKA”

Suggested Location: Central Interpretive Hub

Subtheme: Increasing tensions between the U.S. and Japan prompted the U.S. to fortify its west coast during the late 1930s.

Topic/Description: This panel will put the site into context with Alaska’s WWII history. Topics to be covered include Plan Orange, the Strategic Triangle, and defense infrastructure buildup in Alaska and Sitka during the 1930s and 1940s.

Objective: Readers will understand that Sitka had defense installations to protect Alaska during WWII.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Timeline of events
- Map showing Strategic Triangle
- Historical images

PANEL #2

Working Title: “DEFENDING THE SITKA NAVAL OPERATING BASE”

Suggested Location: Central Interpretive Hub

Subthemes:

- Three naval air bases were constructed in Alaska starting in 1937; the Sitka Naval Air Station was completed in 1939.
- The Sitka Naval Air Station—later renamed the Sitka Naval Operating Base—was located on Japonski Island and in December 1941, was the only established military base in Alaska.
- The U.S. Army was tasked with defending the naval base and established headquarters at Fort Ray on Alice and Charcoal islands. When the Army outgrew their modest footprint, they expanded onto the causeway islands.

Topic/Description: This panel will put the site into context with Sitka’s WWII history and define its relationship with the Sitka Naval Operating Base and Fort Ray. Topics to be covered include the establishment and purpose of the Sitka Naval Operating Base and Fort Ray, and a brief description of the types of buildings/equipment housed at these sites. Lastly, the panel will provide the background for the establishment of Fort Rousseau.

Objective: Readers will understand that Fort Rousseau was established to provide protection for the Sitka Naval Operating Base.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing Japonski, Alice, and Charcoal islands; map should also show the location and names of buildings
- Historical images

PANEL #3

Working Title: “FORT ROUSSEAU”

Suggested Location: Central Interpretive Hub

Subthemes:

- Fort Rousseau became the headquarters for the U.S. Army harbor defense and along with gun emplacements on Biorka Island and Shoals Point, fortified Sitka Sound.
- Linking and developing the causeway islands was a difficult and expensive feat.
- Each island and its installations served different purposes.
- Although fully prepared to engage in defensive tactics, the guns located at Fort Rousseau, Biorka Island, and Shoals Point were never fired.

Topic/Description: This panel will describe the purpose of Fort Rousseau and its connection with other defense installations in Sitka Sound. The panel will also briefly describe the purpose of the installations on Makhnati and the other islands.

Objective: Readers will understand that Makhnati Island was the headquarters for harbor defense.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the causeway islands; map should also show location and names of buildings
- Historical images

PANEL #4

Working Title: “LASTING EFFECTS”

Suggested Location: Central Interpretive Hub

Subtheme: The population, infrastructure, and culture surrounding the naval and army installations changed the area dramatically, the effects of which are still seen today.

Topic/Description: The influx of soldiers and sailors in Sitka during WWII had a dramatic affect on the small fishing community. This panel should describe the impacts—both positive and negative—on residents, infrastructure, the economy, etc. Use language to evoke feelings of what it might have been like in Sitka during that period (sites, sounds, smells, etc.). Personal accounts of soldiers’, sailors’, and/or residents’ experiences adjusting to the changes should be included if available. Lastly, the panel will describe why and when the navy base and army forts were decommissioned.

Objective: Readers will be able to list at least two impacts the navy and army installations had on the community.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Historical images

PANEL #5

Working Title: “FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK”

Suggested Location: Central Interpretive Hub

Subtheme: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community’s history.

Topic/Description: This panel will present an overview of the recreational and interpretive experiences available in the park and describe what qualities made Fort Rousseau eligible for designation as a state historical park and national historic landmark. The panel will orient visitors to the trail system, day-use areas, camping areas, and historical features and briefly describe historic preservation techniques used in the park.

Objective: Readers will understand the opportunities available in the park and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map of the park showing islands, trails, day-use areas, camping areas, and footprints of historical features.

Project #2: Orientation Panels – Kirushkin, Reshimosti, Nevski, Mogilnoi islands

Should the causeway be repaired between Sasedni and Makhnati islands (to include connections with Kirushkin and Mogilnoi islands) and should travel ever be encouraged to the east past Virublennoi Island (including travel to Reshimosti and Nevski islands), it is recommended that an orientation panel be installed on each island to identify what the island housed during WWII, the historical location of buildings, historic photos, etc.

PANELS #1, 2, 3, 4

Working Title: Titles will be the islands' names – “KIRUSHKIN ISLAND,” “RESHIMOSTI ISLAND,” “NEVSKI ISLAND,” AND MOGILNOI ISLAND”

Suggested Location: Since Sasedni Island will be the primary access point for the park, it is most likely that visitors to Reshimosti and Nevski will enter from the west and visitors to Kirushkin and Mogilnoi will enter from the east. The panels should be located near these entrance points.

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to each island's historic purpose, historical location of buildings, and what features visitors can see today. The panels should also include necessary safety and regulatory information.

Objective: Readers will understand the role each island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the islands and footprints of historical features
- Historical images

Project #3: Orientation Panels – Virublennoi, Gold, Sasedni islands

It is recommended that an orientation panel be installed on each island to identify what the island housed during WWII and the historical location of buildings. These orientation panels should also show visitors the island's trail system, the location of interpretive panels, and the location of footprints of historical features, etc.

PANEL #1

Working Title: “VIRUBLENNOI ISLAND”

Suggested Location: On the west side of the island near causeway entrance from Gold Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historic purpose, historical location of buildings, and what features visitors can see today. Three ammunition magazines should be shown on a map as well as the location of other interpretive panels. The panel should also include necessary safety and regulatory information.

Objective: Readers will understand the role Virublennoi Island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historical features
- Historical images

PANEL #2

Working Title: “GOLD ISLAND”

Suggested Location: On the west side of the island near causeway entrance from Sasedni Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historic purpose, historical location of buildings, and what features visitors can see today. The wooden fuse house and two-story bunker should be shown on a map. The panel should also include necessary safety and regulatory information.

Objective: Readers will understand the role Gold Island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historical features

PANELS #3 AND 4

Working Title: “SASEDNI ISLAND- THEN AND NOW”

Suggested Location: Near loading/unloading zone at Whiting Harbor. These panels should be one of the first things visitors see after exiting the boat dock. The panels will be installed side by side.

Subtheme: Each island and its installations served different purposes.

Topic/Description: These two panels will present the historic and present day layout of the island. The left-hand panel will orient visitors to the island’s historical purpose and location of buildings, and be complemented by historical photos. The anti-aircraft positions, barracks, motor pool area, officers’ quarters and other historical features should be shown on a map. The right-hand panel will show the present-day trail system and the location of the day-use area, interpretive hub, camping areas, and trailside interpretation. This information can be overlain on the historic site map. This panel should also include necessary safety and regulatory information. Natural history attractions may also be highlighted.

Objectives:

- Readers will understand the role Sasedni Island and its installations played in Fort Rousseau’s overall operation.
- Readers will understand the opportunities available on Sasedni Island and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standards, side by side
- Size: 36.5”w x 30.5”h
- Maps showing the location of interpretive panels, the footprints of historical features, and the recreational area
- Historical images

Project #4: Orientation Panel – Makhnati Island

Should the causeway be repaired between Sasedni and Makhnati islands (to include connections with Kirushkin and Mogilnoi islands) or should a marine access point be developed at Makhnati Island, it is recommended that an orientation panel be installed on Makhnati Island to identify what the island housed during WWII and the historical location of buildings. The orientation panel should also show visitors the island's trail system, the location of interpretive panels, and the location of footprints of historical features, etc.

Working Title: “**MAKHNATI ISLAND**”

Suggested Location: On the north end of the island near the causeway entrance from Mogilnoi Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historic purpose, historical location of buildings, and what features visitors can see today. Battery 292 and its associated gun emplacements, the ammunition magazines, and other features should all be emphasized. If and when the trail system is improved and trailside interpretation is added, those features should also be emphasized on the map.

Objective:

- Readers will understand the role Makhnati Island and its installations played in Fort Rousseau's overall operation.
- Readers will understand the opportunities available on Makhnati Island and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historical features
- Historical images

Project #5: Trailside/Historical Features Panels – Virublennoi Island

These small, low-profile panels will interpret historical features on the island.

PANEL #1

Working Title: “AMMUNITION MAGAZINE”

Suggested Location: In front of the first ammunition magazine accessible from the causeway (from Gold Island)

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of ammunition magazines and what they were typically used for at Fort Rousseau. Specific information about this particular magazine would be ideal, but not necessary. Information about historic preservation techniques could also be included. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.) The panel should invite visitors to explore the magazine.

Objective: Readers will be able to list as least two items that were stored in ammunition magazines at Fort Rousseau.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of magazine in use

PANEL #2

Working Title: “CRANE”

Suggested Location: In front of crane

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the crane and what it was used for at Fort Rousseau. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will be able to describe how the crane was used at Fort Rousseau.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of crane in use

Project #6: Trailside/Historical Features Panels – Gold Island

These small, low-profile panels will interpret historical features on the island.

PANEL #1

Working Title: “WOODEN FUSE HOUSE”

Suggested Location: Trailside, in front of fuse house

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the fuse house and what it was used for at Fort Rousseau. Should the fuse house be renovated or replicated, it is possible that additional panels could be designed and fabricated for the inside. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). Safety and regulatory information should be included if the existing structure and fencing is left in place.

Objective: Readers will be able to describe how the fuse house supported the overall operation of Fort Rousseau.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of fuse house in use

PANEL #2

Working Title: “TWO-STORY BUNKER”

Suggested Location: Trailside, in front of fuse house

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the two-story bunker and what it was used for at Fort Rousseau. Since the bunker is not easily seen from the trail, this panel should be located either adjacent to panel #1 or slightly to the left next to the trail leading to the bunker. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). The panel should invite visitors to explore the bunker.

Objective: Readers will be able to describe how the bunker supported the overall operation of Fort Rousseau.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of bunker in use

Project #7: Trailside/Historical Features Panels – Sasedni Island

These small, low-profile panels will interpret historical features on the island.

PANEL #1

Working Title: “METEOROLOGICAL STATION”

Suggested Location: Trailside in front of the meteorological station

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the meteorological station, including how the technology worked and the number of personnel who were responsible for the instruments. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). The panel should invite visitors to explore the station.

Objective: Readers will feel inspired to explore the meteorological station.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of position in use

PANEL #2

Working Title: “3-INCH ANTI-AIRCRAFT POSITION”

Suggested Location: Trailside in front of the cleared position

Subthemes:

- Each island and its installations served different purposes.
- Although full prepared for defensive tactics, the guns at Fort Rousseau were never fired in battle.

Topic/Description: The anti-aircraft positions provide visitors a unique opportunity to explore the island’s historic features. This particular position—one of four—is the most accessible and is located off the main trail. The panel should describe the purpose of the anti-aircraft positions. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. The panel should invite visitors to explore the position and also provoke them to discover the other three. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will feel inspired to explore the anti-aircraft position and possibly look for the other three.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of position in use

PANEL #3

Working Title: “DINING AT FORT ROUSSEAU/FORT RAY”

Suggested Location: Trailside in front of where one of the mess halls was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There were two mess halls located on Sasedni Island. The panel should describe the types of meals soldiers were served and the comparison should be made to what is served at military bases today. The prices of foods might also be interesting and the panel could lightly touch on soldiers dining in town. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will be able to describe at least two things that made dining at Fort Rousseau unique.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of soldiers dining on base and/or in town

PANEL #4

Working Title: “LIFE IN THE BARRACKS”

Suggested Location: Trailside in front of where one of the barracks was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There was a row of barracks on Sasedni Island located behind the mess halls. The panel should describe what leisure time was like at Fort Rousseau and may need to include information about activities soldiers could participate in at Fort Ray, the naval base, and on shore. Photographs of both the inside and outside of the barracks would be ideal. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will be able to list at least two activities soldiers enjoyed during their leisure hours.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of soldiers in the barracks and enjoying leisure-time activities

PANEL #5

Working Title: "OFFICERS QUARTERS"

Suggested Location: Trailside in front of where one of the officers quarters was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There were two "Officers Quarters" buildings located on Sasedni Island. The first building would have been one of the first buildings along the road leading onto the island. The second building was at the far end of the island, separated from the rest of the buildings. This panel should describe what made the officers quarters different from the barracks for enlisted men, i.e. amenities, creature comforts, etc. Photographs of both the inside and outside of the quarters would be ideal. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). Personal accounts of officers' experiences relevant to the feature should be included if available.

Objective: Readers will be able to list at least two things that made the officers quarters different than the barracks.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24" w x 18" h
- Historical images of the inside the officers quarters, if available

PANEL #6

Working Title: "ON THE TOWN"

Suggested Location: Trailside, possibly in front of where the day room was located

Subthemes:

- Life for soldiers stationed on the causeway was challenging and unique.
- The population, infrastructure, and culture surrounding the naval and army installations changed the area dramatically, the effects of which are still seen today.

Topic/Description: This panel should describe the types of activities soldiers participated in when they received "passes" to leave the fort, either in the evenings or on weekends. The panel should also describe how they interacted with local Sitkans during these forays into town and what affect their presence had on the town and its residents. Use language to evoke feelings of what it might have been like during these outings (sites, sounds, smells, etc.). Personal accounts of soldiers gallivanting in town or socializing with locals should be included if available.

Objective: Readers will be able to recall a soldier's story of using an evening or weekend pass.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24" w x 18" h
- Historical images of Sitka, with soldiers in town

PANEL #7

Working Title: “MOTOR POOL”

Suggested Location: In the day-use area adjacent to one of the motor shed foundations

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There was a large area on Sasedni Island that housed three “motor sheds” and one “motor repair” building. This panel should describe the purpose of this area and the type of work that was being done. The types of vehicles and equipment being maintained there would be interesting, complemented by photos. Use language to evoke feelings of what it might have been like to work in that area (sites, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will understand the purpose of the motor pool area and the type of work done there.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of the motor sheds, vehicles, and equipment

PANEL #8

Working Title: “BEFORE THE WAR”

Suggested Location: In the day-use area, near the shoreline

Subtheme: The causeway islands are a cultural and traditional use area for the Tlingit people.

Topic/Description: This panel should describe what the islands may have been used for before the war, with an emphasis on Alaska Native use and culture. Use language to evoke feelings of what it might have been like on the islands before the war (sites, sounds, smells, etc.) Personal accounts of Alaska Natives visiting the islands should be included if available.

Objective: Readers will be able to list at least two reasons why the islands are an important cultural and traditional use area for the Tlingit people.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #9

Working Title: “RUSSIAN INFLUENCE”

Suggested Location: In the day-use area, near the shoreline

Subtheme: The islands’ names are undoubtedly linked to Sitka’s Russian occupation.

Topic/Description: This panel will describe the origin of the islands’ names and discuss other Russian history relevant to the use of the islands and Whiting Harbor. The panel can also briefly describe lasting Russian influence in Sitka.

Objective: Readers will understand the Russian influences on the causeway islands.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #10

Working Title: “PLUMBING AND POWER”

Suggested Location: Trailside near the seawater pumping station or utility pole

Subthemes:

- Linking and developing the causeway islands was a difficult and expensive feat.
- Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: This panel should describe the challenges with developing the causeway and causeway islands, to include how plumbing, electricity, and heating elements were installed and operated. Use language to evoke feelings of what constructing the causeway might have been like (sites, sounds, smells, etc.).

Objective: Readers will be able to make a connection between the stories presented on the panel and the historical features still present in the park, such as the seawater pumping station or wood utility pole.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #11

Working Title: “WATCH YOUR STEP!”

Suggested Location: Near loading/unloading zone at Whiting Harbor

Subtheme: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for Sitkans to explore, recreate, and relate to their community’s history.

Topic/Description: This panel should provide comic relief and natural history information about the prevalence of banana slugs on the islands.

Objective: After reading the display, readers will pay closer attention to where they step or place their hand while exploring the islands.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h

Project #8: Trailside/Historical Features Panels – Makhnati Island

These small, low-profile panels will interpret historical features on the island.

PANEL #1

Working Title: “AMMUNITION MAGAZINE”

Suggested Location: In front of the first ammunition magazine accessible from the causeway

Subthemes: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of ammunition magazines and what they were typically used for at Fort Rousseau. Specific information about this particular magazine would be ideal, but not necessary. Information about historic preservation techniques could also be included. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.). The panel should invite visitors to explore the magazine.

Objective: Readers will be able to list as least two items that were stored in ammunition magazines at Fort Rousseau.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of magazine in use

PANEL #2

Working Title: “BATTERY 292”

Suggested Location: In front of the entrance to Battery 292

Subthemes:

- Each island and its installations served different purposes.
- Makhnati Island became the headquarters for harbor defense; Makhnati Island and seven other connected islands collectively became Fort Rousseau.
- Gun emplacements on Biorka Island, Shoals Point, and Makhnati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the function of Battery 292 and the role it played in harbor defenses. The central image of the building’s blueprint will help visitors to understand its layout and the different types of rooms that were used. The blueprint will also aid them if they decide to explore inside the building. The panel should caution visitors about exploring inside—that there are many turns, hallways, and potential obstacles; necessary safety information should be included in the panel. At the same time, it should invite them to explore and discover the other historic features related to this building on the island—principally the six-inch gun emplacements. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will understand Battery 292’s role in harbor defenses.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- “Blueprint” drawing of building’s layout
- Historical images showing construction, different rooms, etc.

PANEL #3 AND 4

Working Title: “SIX-INCH GUN EMPLACEMENT”

Suggested Location: Duplicate the panel at the southern and northern gun emplacements, with slight changes to text if specific information is available for each gun.

Subthemes:

- Each island and its installations served different purposes.
- Gun emplacements on Biorka Island, Shoals Point, and Mahknati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the specifics of the gun, including its range and how it supported harbor defenses. Historical photos will be a key component of this display in order to show visitors what the gun looked like, their size, and their operation. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will understand the gun’s capability and also that the guns were never fired in battle.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos and/or drawings of guns

PANEL #5

Working Title: “HARBOR DEFENSE COMMAND POST/HARBOR ENTRANCE CONTROL POST (HDCP/HECP)”

Suggested Location: In front of the entrance to the HDCP/HECP

Subthemes:

- Each island and its installations served different purposes.
- Mahknati Island became the headquarters for harbor defense; Mahknati Island and seven other connected islands collectively became Fort Rousseau.

Topic/Description: This panel will describe the function of the HDCP/HECP building and the role it played in harbor defenses. The central image of the building’s blueprint will help visitors to understand its layout and the different types of rooms that were used. The blueprint will also aid them if they decide to explore inside the building. The panel should caution visitors about exploring inside; necessary safety information should be included. At the same time, it should invite them to explore and discover the other historic features related to this building on the island. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will understand that this building was a joint Army/Navy building.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of HDCP/HECP

PANEL #6

Working Title: “WOODEN OBSERVATION TOWER”

Suggested Location: Trailside in front of the collapsed tower

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the function of the observation tower, which housed the HDGP and SCR-582 surveillance radar. Historical photos will be a key component of this display in order to show visitors what the tower looked like during the war period. If a replica of the tower is built, additional signage may be necessary. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.)

Objective: Readers will understand that the observation tower housed radar equipment and will be able to identify pieces of the collapsed tower.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of tower

PANEL #7 AND 8

Working Title: “155MM GUN EMPLACEMENT”

Suggested Location: Duplicate the panel at the southern and northern gun emplacements, with slight changes to text if specific information is available for each gun.

Subthemes:

- Each island and its installations served different purposes.
- Gun emplacements on Biorka Island, Shoals Point, and Mahknati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the specifics of the gun, including its range and how it supported harbor defenses. Historical photos will be a key component of this display in order to show visitors what the guns looked like, their size, and their operation. It should also be mentioned that there were originally four, 155mm guns on Mahknati Island, but two were removed when the modern six-inch guns for Battery 292 were installed. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it might have been like to be stationed there (sites, sounds, smells, etc.).

Objective: Readers will understand the gun’s capability and also that the guns were never fired in battle.

Style and Graphic Components:

- Double post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos and/or drawings of guns

Project #9: On-shore Panel

The on-shore panel will provide introductory information about the park for individuals on shore and will hopefully inspire them to visit. The panel will largely duplicate what is presented on Panel 5 in “Project #1: Central Interpretive Hub/Shelter – Sasedni Island,” but with additional text that establishes the site’s importance during WWII. This panel could be complemented by a cell phone interpretation program that elaborates the park’s themes and historical context for the on-shore audience.

Working Title: “FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK”

Suggested Location: undetermined; placed where there is a view of the causeway and islands

Subthemes: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community’s history.

Topic/Description: This panel will present an overview of the park’s historical significance—including the qualities that made Fort Rousseau eligible for designation as a state historical park and national historic landmark—and an overview of the recreational and interpretive experiences available in the park. The panel will orient visitors to the trail system, day-use areas, camping areas, and historical features and briefly describe historic preservation techniques used in the park.

Objective: Readers will understand the site’s historical significance and the recreational opportunities available in the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map of the park showing islands, trails, day-use areas, camping areas, and footprints of historical features.
- Historical images

APPENDIX D: IMPLEMENTATION PRIORITIES

The following table presents the level of priority (high, medium, and low) in which the division recommends the facility and infrastructure, interpretation, and information and orientation projects outlined in this plan be implemented. However, these are recommendations and can be implemented out of order if the situation and funding allows.

HISTORIC STRUCTURES		
VIRUBLENNOI ISLAND		
Page	Proposal	Priority (high, medium, low)
30	<u>Ammunition Magazine</u> : remove trash and debris from magazine's entrance and interior; remove graffiti from walls; vegetation management	High
GOLD ISLAND		
Page	Proposal	Priority (high, medium, low)
31	<u>Wooden Fuse House</u> : conduct a feasibility study to identify appropriate preservation techniques	High
31	<u>Two-story Bunker</u> : remove trash and debris; remove graffiti; replace ladder; vegetation management; secure safely with standard methods	High
SASEDNI ISLAND		
Page	Proposal	Priority (high, medium, low)
31	<u>Three-inch Anti-aircraft Position</u> : vegetation management and clean for visitor use; secure safely with standard methods	High
31	<u>Meteorological Station</u> : vegetation management and clean for visitor use; secure safely with standard methods	High
MAKHNATI ISLAND		
Page	Proposal	Priority (high, medium, low)
31	<u>Ammunition Magazine</u> : remove trash and debris from magazine's entrance and interior; remove graffiti from walls; vegetation management	Medium
31	<u>Battery 292, including six-inch gun emplacements</u> : vegetation management; secure safely with standard methods	Medium
31	<u>155-mm Gun Emplacement</u> : vegetation management	Medium

TRAILS		
SASEDNI ISLAND TO GOLD AND VIRUBLENNOI ISLANDS		
Page	Proposal	Priority (high, medium, low)
32	<u>Improve Causeway</u> : build a minimum four-foot-wide, hard-packed accessible trail leading from Sasedni Island to Gold and Virublennoi islands	Medium
SASEDNI ISLAND		
Page	Proposal	Priority (high, medium, low)
32	<u>Main Trail</u> : build a minimum four-foot-wide, hard-packed accessible trail on Sasedni Island	High
32	<u>Secondary Interpretive Trail</u> : build a minimum four-foot-wide, hard-packed accessible trail on Sasedni Island that circumnavigates the island and connects to the day-use area	High
SASEDNI ISLAND TO MAKHNATI ISLAND		
Page	Proposal	Priority (high, medium, low)
32	<u>Improve Causeway</u> : establish a trail linking Sasedni Island to Makhnati Island	low
MAKHNATI ISLAND		
Page	Proposal	Priority (high, medium, low)
32	<u>Trail System</u> : improve trail system and make, in part, universally accessible	low

OTHER FACILITIES/INFRASTRUCTURE		
DAY-USE AREA—SASEDNI ISLAND		
Page	Proposal	Priority (high, medium, low)
33	<u>Covered Picnic Shelter</u> : construct one or two covered picnic shelters	Medium
33	<u>Picnic Sites</u> : establish designated picnic sites	High
33	<u>Toilet</u> : construct one toilet	High
DESIGNATED CAMPING AREAS		
Page	Proposal	Priority (high, medium, low)
33	<u>Improved Camp Sites</u> : establish designated tent camping areas on Kirushkin and Makhnati islands	High
33	<u>Public Use Cabins</u> : determine appropriate locations and build cabins	Low
CENTRAL INTERPRETIVE SHELTER—SASEDNI ISLAND		
Page	Proposal	Priority (high, medium, low)
34	<u>Interpretive Shelter</u> : construct a covered shelter near the day-use area to house interpretive exhibits	High

ON-SITE CARETAKER FACILITY		
Page	Proposal	Priority (high, medium, low)
34	<u>On-site Caretaker Facility</u> : construct building to provide housing for a volunteer or seasonal staff person	High
34	<u>Toilet</u> : construct one toilet if needed	Depends on housing design
VISITOR CENTER FACILITY		
Page	Proposal	Priority (high, medium, low)
34	<u>Visitor Center Facility</u> : construct a visitor center to house interpretive exhibits and caretaker residence if support and funding allows	Low

INTERPRETATION		
PERSONAL INTERPRETATION – PROGRAM OUTLINES		
Page	Proposal	Priority (high, medium, low)
37	<u>Program Outlines</u> : create a series of program outlines to provide guidance for those interested in giving tours in the park	High
NON-PERSONAL INTERPRETATION – ON-SITE DISPLAYS		
Page	Proposal	Priority (high, medium, low)
55	<u>Project #1</u> : Central Interpretive Hub/Shelter – Sasedni Island	High
58	<u>Project #2</u> : Orientation Panels – Kirushkin, Reshimosti, Nevski, Mogilnoi islands	Low
59	<u>Project #3</u> : Orientation Panels – Virublennoi, Gold, Sasedni islands	High
61	<u>Project #4</u> : Orientation Panel – Makhnati Island	Medium
62	<u>Project #5</u> : Trailside/Historical Features Panels – Virublennoi Island	Medium
63	<u>Project #6</u> : Trailside/Historical Features Panels – Gold Island	Medium
64	<u>Project #7</u> : Trailside/Historical Features Panels – Sasedni Island	Medium
69	<u>Project #8</u> : Trailside/Historical Features Panels – Makhnati Island	Low
72	<u>Project #9</u> : On-shore panel—location to be determined	Medium (after “high” priority trail and orientation panel projects are accomplished for Sasedni Island)
NON-PERSONAL INTERPRETATION - BROCHURES		
Page	Proposal	Priority (high, medium, low)
39	<u>Park Brochure</u> : design a park brochure to match the Alaska State Parks standard design for brochures	Medium
39	<u>8.5”x11” double-sided brochure</u> : design a flyer-type brochure that could be downloaded from the park website and easily printed from home computers	Medium

NON-PERSONAL INTERPRETATION - SITKA HISTORICAL MUSEUM		
Page	Proposal	Priority (high, medium, low)
39	<u>Museum's WWII Exhibit</u> : work with museum to integrate park's interpretive themes into the museum's WWII exhibit	High (<i>when the museum updates the exhibit</i>)
NON-PERSONAL INTERPRETATION - SITKA MARITIME HERITAGE SOCIETY—JAPONSKI ISLAND BOATHOUSE		
Page	Proposal	Priority (high, medium, low)
40	<u>Fort Rousseau Exhibit</u> : work with Sitka Maritime Heritage Society to develop the Fort Rousseau portion of the WWII exhibit in the Japonski Island Boathouse	High (<i>when the SMHS develops the Japonski Island Boathouse visitors area</i>)
NON-PERSONAL INTERPRETATION - PODCASTS		
Page	Proposal	Priority (high, medium, low)
40	<u>Podcasts</u> : develop a series of podcasts relevant to the park's interpretive themes to enhance the visitor experience	Low
NON-PERSONAL INTERPRETATION – CELL PHONE INTERPRETATION		
Page	Proposal	Priority (high, medium, low)
40	<u>Cell Phone Interpretation Program</u> : develop a cell phone message to complement the on-shore interpretive panel	Low (<i>when on-shore interpretive panel is complete</i>)
EVALUATION OF INTERPRETIVE SITES AND MATERIALS		
Page	Proposal	Priority (high, medium, low)
40	<u>Evaluation guidelines</u> : create guidelines for evaluating the effectiveness of interpretive sites and services	High (<i>when interpretive projects, both personal and non-personal, are implemented</i>)

INFORMATION AND ORIENTATION		
INFORMATION SIGNS (ON SITE)		
Page	Proposal	Priority (high, medium, low)
41	<u>Orientation Signs – Trail Junctions</u> : install orientation signs at trail junctions when trails are improved	High
41	<u>Safety Signs</u> : install signs showing boundaries of developed areas	High
WEBSITES		
Page	Proposal	Priority (high, medium, low)
42	<u>Fort Rousseau Causeway State Historical Park</u> : create park website accessible from the division's main page	High
42	<u>Sitka's WWII Site</u> : link the park's website to the Sitka WWII site and vice versa	High
42	<u>Sitka Maritime Heritage Society</u> : link the park's website to the SMHS site and vice versa	High
42	<u>Sitka Historical Society and Museum</u> : link the park's website to the Sitka Historical Society and Museum site and vice versa	High
42	<u>Other</u> : encourage Sitka businesses and other travel/tourism businesses to link the park's website to their site	Medium
TRAVEL GUIDES		
Page	Proposal	Priority (high, medium, low)
42	<u>Travel Guides</u> : provide information about the park to local travel guides to increase interest in the park	Medium